DOCUMENT RESUME

ED 167 461 SO 011 538

TITLE	The Future of International Education Hearings before the Subcommittee on International Operations of the Committee on International Relations. House of Representatives. Ninety-Fifth Congress, Second Session.
INSTITUTION	Congress of the U.S., Washington, D.C. Senate Committee on International Relations.
PUB DATE	78
NOTE	459p.; Portions of this document may not reproduce clearly due to small and light print type of original
AVAILABLE FROM	Special Assistant, House Committee on Foreign Affairs, Washington, D.C. 20515 (free upon request)
EDRS PRICE	MF-$0.83 Plus Postage. HC Not Available from EDRS.
DESCRIPTORS	Agency Role; Changing Attitudes; Cultural Awareness; Cultural Factors; Educational Finance; Educational Legislation; *Educational Needs; Educational Objectives; *Educational Practice; Federal Aid; *Foreign Policy; Futures (of Society); Governance; Government (Administrative Body); Higher Education; *International Education; International Relations; Political Issues; Student Financial Aid

ABSTRACT

The purpose of the five-day hearings was to provide a forum for examination by members of the House Committee on International Relations of public and private involvement in international education programs in the United States. The proceedings contain testimony and prepared statements by educators, foundation officials, federal government agency personnel, and labor leaders. Speakers discussed contributions of foreign language and area studies to understanding of global interdependence and promotion of international communication, benefits to developing nations of government-sponsored participant training, and increasing access to cultural and social data through educational exchange programs. Remarks were presented by individuals representing such agencies as the International Communication Agency (Hon. John E. Reinhardt), General Accounting Office (John Redell and Allan Hovey), Agency for International Development (Dr. Stephen C. Joseph and James Goodman), Youth for Understanding (John Richardson), National Science Foundation (F. James Rutherford), American Council on Education (Rose L. Hayden and Becky H. Owens), National Humanities Center (Dr. Charles Frankel), and Communication Workers of America (Glenn E. Watts). (DB)

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THE FUTURE OF INTERNATIONAL EDUCATION

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U.S. DEPARTMENT OF HEALTH,
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HEARINGS

BEFORE THE

SUBCOMMITTEE ON INTERNATIONAL OPERATIONS

OF THE

COMMITTEE ON INTERNATIONAL RELATIONS HOUSE OF REPRESENTATIVES

NINETY-FIFTH CONGRESS

SECOND SESSION

JULY 18, 25, 27; AUGUST 1 AND 8, 1978

Printed for the use of the Committee on International Relations

SO-011538

34-519 O

U.S. GOVERNMENT PRINTING OFFICE
WASHINGTON : 1978

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THE FUTURE OF INTERNATIONAL EDUCATION

TUESDAY, JULY 18, 1978

House of Representatives,
Committee on International Relations,
Subcommittee on International Operations,
Washington, D.C.

The subcommittee met at 10:25 a.m., in room 2255, Rayburn House Office Building, Hon. Dante B. Fascell (chairman of the subcommittee) presiding.

Mr. Fascell. The subcommittee will come to order.

We meet today to begin a series of hearings on "The Future of International Education." Since we will be looking at both public and private involvement in international education programs in the United States, the scope of these hearings is deliberately broad. When we've finished, the subcommittee should have a firm grasp of the present programs and structure in this area. We should also be able to make some recommendations concerning where we go from here.

The committee members will notice, in their folder, a scope paper on the hearings, which will give you some idea of where we are going.

Today, we will hear testimony from Hon. Paul Simon, of Illinois, and Hon. Tim Wirth, of Colorado, and Ambassador John E. Reinhardt, Director of the International Communication Agency. In days to come, we will hear from the Agency for International Development, the Department of Health, Education, and Welfare, the National Science Foundation, the National Endowment for the Humanities, and the Arms Control and Disarmament Agency, as well as from a number of academicians, business and labor representatives.

I hope that these hearings will provide a forum and be a catalyst in the development of a coherent and aggressive national policy toward international education.

Our distinguished colleague from Illinois, who has been a leader in this area, has arrived. We are delighted to have you here at long last and to hear your statement.

STATEMENT OF HON. PAUL SIMON, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF ILLINOIS

Mr. Simon. I thank you, Mr. Chairman. I detect a slight nudge.

First of all, let me commend you for having these hearings. I can't think of any area where we need to move ahead more than in this area that you are looking at right now. We have some very specific reasons for looking at it. One is the commitment that we made—incidentally, if we could enter my formal statement into the record.

Mr. **Fascell.** Without objection. It is an excellent statement, so you ought to read some of the highlights.

Mr. **Simon.** Well, thank you. My staff will be very pleased that you think it is an excellent statement. We have a specific obligation as a result of the Helsinki agreement, wherein the chairman of your subcommittee serves as the Chairman of that Commission, where we have said, along with 34 other signatory nations that we are going to move ahead in the area of international education. I think there is a more fundamental overall strategic reason for doing it, and we tend to be imbalanced as we look at things.

I have just finished reading an article by the editor of the Chicago Sun Times about NATO versus Warsaw Pact military power. It is somewhat one-sided like most of the articles I have seen—and I happen to be on the National Security Task Force of the Budget Committee. Obviously, the NATO generals who gave him the briefings were very much interested in beefing up NATO, as understandably they should be, but, in fact, because of the nuclear potential that both of our sides have, the chance that the Soviets might move aggressively in an actual war in Western Europe is probably a fraction of 1 percent, and yet we know, if there is trouble in Africa, in Asia, in South America, we know the chances are 99 percent that the Soviets are going to take advantage of it, and yet we concentrate our resources on that fraction of 1 percent and, to a great extent, have ignored what we know is a virtual certainty, and that is not a rational way to respond to the Nation's needs.

Statistics—let me just cite a few of where we are going, what we have done. From 1968 to 1977, enrollments in college and university foreign language courses have dropped 21 percent, and I might add, during the same period, we are becoming more and more dependent on exports for jobs in the United States. Only 1 in 20 undergraduates enroll in a course, in college, considering foreign peoples or cultures, and of those who are studying for their doctoral programs, 20 percent have no competency in the foreign language of their specialty. The State Department recently reduced its foreign language requirements for Foreign Service officers, not because they wanted to, but because we are slipping, and obviously that is not good, and the result, inevitably, has to be diminution of communication. Prior to Vietnam, we did not have a single American-born specialist in Vietnam, Cambodia, or Laos, in any one of our universities, and, we know what happened. Now, I am not saying that if we had them, we would have had a different course, but we might have. We might have understood their perspective on things a little differently. We might be in a totally different situation today, and this applies also in the field of economics, and it applies to journalists who go to Zaire or someplace else and have to sit in a hotel bar and lean on others to go out and get the information from people they can talk with.

The chairman of your subcommittee who specializes on Africa, I am sure has run into this problem. And then we get this authoritative 30-second, 60-second comment on national TV of what is happening. Sometimes it is accurate and sometimes it isn't accurate. It has hurt us economically. When General Motors, when Chevrolet comes out with a car named Nova and it doesn't sell in Latin America because Nova means "doesn't go" in Spanish, you know, it is a simple, obvious lack of knowledge.

Senator Hayakawa, the other day in the Record, pointed out that in New York City, there are approximately 20,000 Japanese sales people, and he presumes most of them speak English. In Japan, there are about 1,000 American salespeople, and he presumes most of them do not speak Japanese. I think we can probably say that his assumptions are correct. Should it surprise us that we have an adverse balance of trade with Japan? You know, just cold hard dollars dictate that we ought to be doing more in the area of international education and foreign languages. I am pleased that thanks to, particularly, the help of my colleagues, Dante Fascell and John Buchanan, the Helsinki Commission has recommended to the President that he appoint a special 6-month commission to look at where we are going in the area of foreign languages—the President has agreed to do this—and at this point I anticipate that in September that announcement will be made of the Commission. He has already issued the Executive order.

In the area of international education, the Fulbright-Hays program is undoubtedly the most important program we have but all of these exchange programs are important. Fulbright-Hays, the last 2 years has now increased in appropriations, but the trend prior to that was to decline. We went down in real dollar terms about 30 percent in the last decade in Fulbright-Hays and it just doesn't make sense. When you visit an area like the Sudan and you are visiting with Cabinet members, and all of a sudden, here is a fellow who went to the University of Chicago, someone who went to Northwestern University, or the University of Michigan or Rutgers or Auburn—I don't know what school is in your district, Mr. Chairman——

Mr. FASCELL. Miami.

Mr. SIMON. Miami, all right—Miami of Ohio [laughter]—you know there has to be a reservoir of good will, and a communication potential that is there because of that, that really deals with that fundamental threat that our friends in the Soviet Union present to us, and yet we pay so little attention to that.

Incidentally, I am impressed by the new ICA Director, John Reinhardt, and his assistant, Alice Ilchman, and their attitude and their concern in this area.

Title VI of the National Defense Education Act is limping. Since 1969, it has gone along at $15 million. It may go up about $2 million this time. I say "may" because we are still not certain what is happening in that area but we ought to be strengthening that. The citizens education amendment—section 603 of NDEA—is designed, and let me quote, to—

> Stimulate locally designed educational programs to increase the understanding of students in the United States about cultures and actions of other nations in order to better evaluate the international and domestic impact of major national policies.

We ought to move ahead on this. I think the idea of broadening our efforts, so we are not just talking about universities and colleges, is important. A great example of an unfulfilled dream is the International Education Act, passed with a great deal of fanfare in 1966. It is yet to be funded. I don't need to say anything more in that area. We ought to be encouraging programs that exist in our colleges and universities and we ought to be encouraging other programs. I learned just recently that the University of Nebraska, for example, has been specializing in Afghanistan. Well, it is a great resource that we have there, but what university is specializing in South Yemen? You know, we ought to have a resource. We ought to be able to go to Rutgers and say, what do your people specialize in, and we ought to have student exchanges. It would be great for these universities—it is a very practical way of the Federal Government encouraging the colleges and universities, and, at the same time, having something that is awfully important for this area.

In the area of arms control, I was able to get an amendment on the Arms Control and Disarmament Agency authorization which calls for a study that is to be made by that Agency, with a report to Congress January 31 of next year, of what is happening in the colleges and universities and what we could be doing. I can tell you very briefly what is happening, not in detail, but that is that arms control and disarmament studies have been funded by private foundations. Now the foundations say, this really ought to be the function of Government and not of our foundations so they have been pulling back. The Ford Foundation, fortunately, has indicated they are probably going to help out a little bit longer, but there is a limit there and I don't blame them. They say this ought to be the function of the U.S. Government. We have centers at Harvard, MIT, Stanford, Cornell, Indiana, Pittsburgh, and UCLA, all of which may face major problems, and we rely on those people for answers to some very complex questions that face ACDA, the Department of Defense and other agencies. The world's largest arms supplier ought to be the world's leader in arms control education also, and we are not going to be moving in that direction, if we are not careful.

I might add that Senator Hart has now put on a simliar amendment over in the Senate, and I think there is a reasonably good prospect we are going to get some kind of a look at this. But I think we are going to need some beefing up by congressional committees, and I hope your committee staff will take a look at it.

The Library of Congress used to do an arms control bibliography and they have dropped that. It is the only arms control bibliography that was maintained anywhere in the world as far as I know. That ought to be reinstituted and somehow we ought to make sure that happens.

The State Department authorization bill—one of the things I really liked about the bill, and I commend your committee for this, was giving the Secretary of State authority to coordinate our international scientific and technological activities. I think that can be a great step forward. It should not just be some little side issue. The State Department has a major role here, and we ought to be assessing that role, and here, I understand, that you and Chairman Zablocki, particularly, played a role in having that inserted and I appreciate it.

Mr. FASCELL. Well, that was the chairman's bill.

Mr. SIMON. Well, I understand that, but I understand you had a little bit to do with it too.

Finally, one other point, and I have testified to your subcommittee on this before. We do have these excess currencies in a few nations, and I think we ought to take a good hard look at the utilization of these for educational exchange programs, India, Egypt, Pakistan, Tunisia—there are a few others, and you can get the list of countries.

If we just let these funds lie idle, they are simply going to deteriorate because of inflation, and not be utilized. We went through this experience with India, where we just decided we were going to forgive a certain amount. Obviously, we have to work this out with the other country, but to have a joint Tunisian-American Foundation that encourages exchange students, or whatever the country is, just seems to me to make sense. It is a sensible utilization, you know, of a resource that is there, and now is not being utilized.

Mr. Chairman, that is the extent of my remarks. I will be happy to answer any questions, and I applaud your committee for what you are doing.

[Mr. Simon's prepared statement follows:]

PREPARED STATEMENT OF HON. PAUL SIMON, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF ILLINOIS

Mr. Chairman and members of the Subcommittee, I appreciate the opportunity to testify today on international education.

As the Chairman and ranking minority member know from our joint service on the Helsinki Commission, it was that agreement which motivated much of my recent interest and involvement in this area.

In signing the Helsinki Final Act, the United States committed itself to extensive efforts in international education. Despite that call to action, American international education efforts have been drifting without national attention and commitment.

Simple statistics highlight the problem. From 1968 to 1977, enrollments in college and university foreign language courses have dropped more than 21 percent. Even more striking is the fact that only one in 20 undergraduates enrolls in a course considering foreign peoples or cultures in any substantial way. Of our so-called "experts" in foreign areas at the doctoral and post-doctoral levels, 20 percent have no competence in any foreign languages in their area of speciality.

It is not in our national interest to neglect foreign language and area studies, as well as other international education programs. This can only result in a population increasingly insensitive to the complex problems of an increasingly interdependent world. The understanding and enrichment that can be gained by studying and visiting other countries is practically infinite. We should be encouraging as many Americans as possible to gain this enrichment.

The need to train people in this country who understand foreign languages and cultures and who understand the complex array of international problems moves beyond the level of personal enrichment. We need such people to develop the necessary expertise to be used in government, business, journalism and other areas.

We need language and area experts in the government to deal with other countries effectively and to represent our needs. There are over 140 countries in the United Nations. We must deal with all of them. In order to understand their institutions, values, behavior and goals, we must be able to communicate with them effectively and respect their culture. We cannot expect to conduct our international relations successfully if we act in ignorance.

The State Department recently reduced its foreign language requirements for Foreign Service Officers, because there are not enough people with foreign language skills and knowledge.

The results are predictable: We will make more mistakes in the conduct of our international relations than we should.

When we began our involvement in Vietnam, for example, there was not a single American-born specialist on Vietnam, Cambodia or Laos in an American university. One of the main causes of many of our misguided policies in Indochina was the lack of any sensitivity to the cultural and institutional values of these countries. We interpreted everything in Western terms.

If we had better understood the culture and history of Vietnam and Southeast Asia from their perspective as well as ours, we might have been more aware of the dangers of our policies.

In the private sector as well, working knowledge of foreign languages and cultures is important and needs to be stimulated by government support. Journalists, for example, provide Americans with most of our information about foreign countries. Many of us in Congress use media information in our decision-making process. Yet journalists are often totally deficient in their knowledge of foreign languages and cultures. Too often we have situations such as occurred during the fighting last year in Zaire. American television correspondents spent most of their time in a hotel bar because they could not speak the local languages. They depended on local "stringers"—one of whom is now on my staff—to provide them with the facts about the fighting, "facts" which they then knowledgeably flashed to the people of the United States. The facts turned out to be sometimes accurate, sometimes inaccurate.

We also have a national stake in the activities of our business men and women overseas, both because of the jobs and income they generate, and because they represent U.S. culture, society and interests. Despite its clear importance, many of our sales personnel and business leaders cannot communicate effectively in foreign countries. They seem to care little about the environment in which they work. This not only hurts them, but us. It is not surprising, for example, that Chevrolet had difficulty selling its car the "NOVA" in Latin America. While "Nova" as one word means "star," as two words ("no va") it means "doesn't go." Someone in a not-so-small operation like Chevrolet (and its parent company, General Motors) should have known this.

It should also be no surprise, as Senator Hayakawa recently pointed out, that Japan has a favorable trade balance with the United States. There are twenty thousand Japanese businessmen in New York alone who speak English. Probably very few of the 1,000 American businessmen in Tokyo took the time to learn Japanese.

These sorts of concerns last year led the Helsinki Commission to recommend that the President establish a short-term commission to examine the decline in the quality and quantity of our foreign language and areas studies programs. With the encouragement of Dante Fascell, John Buchanan and other members of the Helsinki Commission, the President agreed to this recommendation. An Executive Order establishing the Commission on Foreign Language and International Studies was printed in the Federal Register on April 25, 1978. I understand that the membership list is now on the President's desk and should be approved any day. The Commission, after a long delay, should be able to begin its work in early September.

While the Commission will only examine selected international education issues, I'm hopeful that it will be able to provide help to the members of this subcommittee and others involved in charting the course of international education.

Mr. Chairman, I'd like to discuss briefly several suggestions on ways to improve the government's international education efforts.

Perhaps our most important international education program is Fulbright-Hays and related exchanges. When it comes to the bottom line, there's no better way to understand a foreign country and its people than to live and study there. I am encouraged by the increased appropriations that Fulbright-Hays has received in the last two years and hope that this will finally reverse the real dollar decline that has plagued the program over the last decade. This program is sound. It can remain so in the new administrative structure. While I voted against the reorganization plan because of some concerns about the integrity of CU programs, I am encouraged by the enthusiasm and commitment to Fulbright-Hays that ICA Director John Reinhardt and Assistant Director for Education and Cultural Affairs Alice Ilchman have demonstrated.

Unfortunately our other major international education program—Title VI of the National Defense Education Act—is limping. While it appears that the appropriation for fiscal year 1979 will be higher than in the past, the level of support for the foreign language and areas studies centers and their students is still low. This year will be the first time since 1969 that the appropriation has risen above $15 million. In real terms, there has been a dramatic decline in government support. Coupled with decreasing financial assistance from the Ford Foundation, many language and area studies programs have either shut down or are in real financial trouble. One of the most vital actions to be taken in the international education field is to strengthen our financial commitment to NDEA Title VI.

While the currently funded portions of title VI are important, their scope is too limited. This program deals only with institutions of higher education and only with foreign language and specific area studies programs. The need for good international education extends beyond college and university students and involves more than language and area studies. An understanding of the broad range of international problems is something all Americans should have available to them.

A step in this direction was made with the passage of Section 603 of NDEA in 1976. This so-called "citizens' education" amendment provided HEW with the authority to "stimulate locally designed educational programs to increase the understanding of students in the United States about cultures and actions of other nations in order to better evaluate the international and domestic impact of major national policies."

Section 603 provides a mandate broad enough to provide the type of generalized international education at all levels that we need. While HEW has published regulations for the program and is, at least in theory, prepared to act, Congress has not funded Section 603. The law provides that funds can be allocated only when the Title VI appropriation goes over $15 million. While this year we may go over the $15 million mark, it is not clear whether the added funds will be used for Section 603. This program could be a real milestone in international education.

In talking about Section 603, I am reminded of the history of the International Education Act. Passed with great fanfare in 1966 as part of President Johnson's Great Society, the International Education Act has yet to be funded, and its role as a rallying point for the future has declined drastically. Its mandate provided a natural extension of NDEA language and area studies centers. The International Education Act authorized the establishment of centers for advanced international studies as well as stipends for students participating in such programs.

This was, and is, what the country needs. I believe we ought to establish at existing colleges and universities government-supported international studies centers. It would be of great benefit to this nation if there were centers of specialization where one could go to study South Yemen or Pakistan or Zaire. Whether this could be best accomplished by resurrecting the International Education Act, amending NDEA Title VI or through new legislation is something that needs to be worked out. I do believe, however, that the International Relations Committee has jurisdiction to push for such international studies centers, and as a member of the Education and Labor Committee, I would hope that we could work with you on that.

A more specific need is in the arms control field. We may be approaching a crisis point after which, if we do not act, there will be a gap of perhaps a generation when we will have no scholars or policy-makers with a high degree of training in both the technical and international relations aspects of arms control. The reason is that the private foundations we have relied upon for the financing of the major centers of arms control training have drastically reduced their support.

The arms control centers at such universities as Harvard, MIT, Stanford, Cornell, Indiana, Pittsburgh and UCLA are facing budget cuts that may force most of them to close. These centers have provided a network of research, analysis and training that has produced scholars who now work for government agencies such as ACDA, DOD, DOE, the State Department, CBO and on the staffs of congressional committees. We need their expertise. We should be trying not only to save the capability that already exists at these centers, but also to make that knowledge available internationally. We should be meeting an obligation as the world's largest arms supplier to be the world's leading arms control educator.

The ACDA authorization bill for fiscal year 1979 includes an amendment I offered in the House and Senator Hart offered in the Senate to direct the Agency to conduct a study of arms control research centers in academic institutions and to consider whether the federal government should have a role in assisting them. ACDA will report the results of the study, with recommendations, to Congress by January 31, 1979. I hope that when those recommendations come to the members of this Subcommittee, they will provide a solid basis for the consideration of funding arms control training centers and for making that training available to scholars and future policy-makers from around the world.

Also, related to arms control education, I would like to recommend the reinstatement of the quarterly arms control bibliography that the Library of Congress formerly published on a contractural basis from ACDA. This service, which lasted from 1965–73, was of great use to a variety of experts in the field. A familiarity with existing research and thinking is necessary for all who are trying to make a constructive contribution in the arms control field, and the Library of Congress bibliography was the major source of such information. When I served last month as a member of the U.S. delegation to the U.N. Special Session on Disarmament, the bibliography was mentioned to an MCPL staffer by several people, including Rolf Bjornerstedt, Assistant Secretary General of the U.N. and Director of the Center for Disarmament. Re-introduction of the bibliography would not be expensive and would be of great help.

Greater emphasis on arms control education would be consistent with the important breakthroughs in the area of science, technology, and American diplomacy included in the House version of the fiscal year 1979 State Department budget.

Successful action in international relations is increasingly dependent on a sophisticated understanding of scientific and technological aspects of diplomacy. The provisions of the State Department authorization bill giving the Secretary of State authority to coordinate our international scientific and technological activities could be a great step forward. Especially beneficial will be the Secretary's ability to upgrade the capabilities of government officials through improved training. Academic centers for studying the problems of international science and technology issues will make a major contribution to the quality of our diplomacy.

I applaud the leadership that Chairman Zablocki and you, Mr. Chairman, have exercised in this area. I hope that in Conference, the House will be able to prevail upon the Senate the importance of Title VI.

Finally, I would like to mention a subject on which I testified to this Subcommittee earlier in the year. The United States holds considerable amounts of excess foreign currencies. These funds often go to waste as the currencies depreciate. Instead of letting these counterpart funds dwindle, we should use them to step up our cultural and educational relations with these countries in some appropriate fashion.

Mr. Chairman, I want to congratulate you for holding these hearings. International education is a murky field to many Americans. The focus that will be provided by these hearings and other efforts of the Subcommittee will help point the country in the right direction.

Mr. FASCELL. Well, I certainly want to thank you very much for your interest and we will need it as we go through these hearings and prepare some recommendations, so we will look forward to working with you on that.

The first thing that occurs to me here is that although the scope of these hearings is rather broad, there is very little we can do about domestic education. While we will be reviewing some aspects of that area, we recognize that it remains the responsibility of others.

Mr. SIMON. If I could just comment on that. I am on the Education and Labor Committee, as is my colleague, John Buchanan. There has been an understandable reluctance, on the part of our committee, to get into the field of curriculum. We don't want to be dictating to the schools around the United States what ought to be in their curriculum. But somehow, without dictating what ought to be in the curriculum, there ought to be some gentle leadership in a responsible direction.

Mr. FASCELL. The other thought I have concerns language training programs. If we make a recommendation that these programs be increased, what do we do with these people once they have acquired the ability? It seems to me that one of the inhibiting factors would be the practical matter of jobs. If somebody is going to devote a great deal of time to the learning of a language, then comes the question of the use of that language for some practical purpose. Have you given any thought to that, or is that something you think this Commission could explore?

Mr. SIMON. Well, I think it is something that the Commission should explore, but I also think there are areas where at least some answers are fairly clear. One is that generally, it is unwise to start language training when you get to be a freshman in college. We have to start language training earlier. Second, among those who major in French or Russian or whatever it might be, simply majoring in a language does not guarantee anyone the possibility or the probability of a job. What is fairly clear is if you major in a combination of accounting and French, so that you have a specific marketable skill in a certain area, then the demand is very great for you. It is interesting that all of the American corporations abroad have to depend, to a very great extent, on nationals in other countries for jobs in which they would prefer to have people from the Caterpillar Corp., or GM, or whatever it is, or have someone from their own office, an American citizen, filling that spot, and it would be great for us if they did, but we don't have those language skills. There is also the qualitative problem that we have, and this, I think, the Commission has to look into. There are a great many people who say that they majored in French, but they really can't speak French. They can't read French. We are so limited in our skills and we don't have any qualifications, really, other than having been a French major, to be a teacher of French or whatever it is. I think these are among the important things. If I can add one other point. There are a variety of little things that can be done to encourage foreign language study including, just the example the President sets in this, but also, for example, suppose you said, on a civil service test, you get a two point advantage if you speak another language fluently or can read another language fluently. It is a very practical incentive. I think we have to be looking at those practical incentives.

Mr. FASCELL. Mrs. Meyner wanted to ask you a question.

Mrs. MEYNER. Mr. Chairman, thank you for yielding. Paul, you say, on page 2 of your testimony, that the State Department recently reduced its foreign language requirements for Foreign Service officers, which surprises me. I think the State Department should realize that it is terribly important that our Foreign Service officers be able to speak foreign languages. We have, I think, Mr. Chairman, in this bill, added some money so that spouses of Foreign Service officers or their older children can be compensated for language training which I think is a good addition. But isn't one of the problems that, for example, if you train someone to speak Arabic, where else can you send them except to the Arabic world? It is a good thing to move people around, to take someone who has been, say, in Syria or Egypt for 15 years, and send them to South America, because otherwise they begin to just see the problems of one area. If you spend months, as they do, in a foreign language training school, isn't that somewhat of a waste? I don't know what the answer to the problem is. I think you may have some ideas on that.

Mr. SIMON. Yes.

Mrs. MEYNER. If you trained someone in Hindi—it is very difficult to read and write and speak Hindi—you still wouldn't want to keep that Foreign Service officer in India for the rest of his life.

Mr. SIMON. No; but I do think we have to recognize it is important for some people to be speaking Hindi. I think it is a good illustration because I remember some years ago, before I was a Member of Congress, being in New Delhi. The Ambassador was out of the country

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at the time and I was speaking to the Minister there. I asked how many people in the Embassy speak Hindi? He said none, but it isn't important because the educated people can speak English. Well, you know, that is precisely the wrong attitude.

Mrs. **Meyner.** Well, one of the problems is that English has become a lingua franca.

Mr. **Simon.** Right, and it has become too easy for us but I think, if we really want to communicate, if we really want to reach people out in the grassroots, in the Carbondale, Ill., of India, we have got to be speaking Hindi.

Mr. **Fascell.** What is that?

Mrs. **Meyner.** It's a place called Bombay.

Mr. **Simon.** And I understand, if you speak Arabic, the chances are more probable you are going to be caught up in the Middle East.

Mrs. **Meyner.** And that you will probably be kept in the Middle East.

Mr. **Simon.** That is correct, but the alternative is not to have people who speak Arabic. The decision by the State Department not to have foreign language requirements they formerly had, is not one that they want, but they have just recognized that our culture is such that people are just not studying foreign languages. We went through this period, I think particularly during the Vietnam war, when there were a lot of student protests, when one of the ways you softened the climate on the campus was to reduce requirements, and one of the requirements that got tossed out at most universities was the foreign language requirement. Now there is a reassessment. Harvard, interestingly, now, is talking——

Mr. **Fascell.** You mean Latin is back in the curriculum?

Mr. **Simon.** Well, we are starting to move in the direction of getting foreign languages back in the curriculum, at least at Harvard, and Harvard, to some extent, is the pace setter in many respects, academically.

Mr. **Fascell.** Mr. Buchanan.

Mr. **Buchanan.** I thought Auburn was.

Mr. Chairman, I would like to join in thanking our colleague for his leadership and his testimony. He is not only a very distinguished member of the Committee on Education and Labor, but of the Helsinki Commission, and has been a leader in such diverse fields as world hunger and that on which he testified today.

As you have mentioned, Paul, I am also a member of the Committee on Education and Labor, and have the privilege of serving as ranking minority member on the Post Secondary Education Subcommittee. As you are aware, we will be taking up—assuming we all survive the wars—we will be taking up, next year, the postsecondary education program, so I will look forward to working with you there, as well as here, in the relevant areas. You have made some suggestions—do you have any suggestions at this point, for structural changes in the international education programs administered by the Federal Government?

Mr. **Simon.** What I would like to do, I think we would like to make some suggestions. I would like to submit those to the members of the subcommittee and to the staff a little later on. My assumption is that the Commission the President will appoint will also have some suggestions along this line.

Mr. FASCELL. Mr. Diggs.

Mr. DIGGS. Well, I would like to also compliment the gentleman for his creative initiative. Just one question, Paul. What about other governments? Are there any models that are being provided by the French, British, Japanese, or Germans that we might find useful to explore?

Mr. SIMON. I can't say that I know of any specific model that I can hold forth to you, other than you will find, in general, other governments are providing much more leadership in this area of foreign language study. Now, the necessity is there for other countries more than ours. At least, they have felt the necessity. I think, in fact, the necessity is here for us.

Mr. DIGGS. Where did those 20,000 Japanese in New York learn to speak English?

Mr. SIMON. That is part of their system. You find, in many countries, there is a compulsory foreign language requirement system from first grade on and sometimes it is English, sometimes it is French, whatever it is, but we simply haven't moved in this direction, and I think we ought to be doing a great deal more along that line. I think this is one of the things that the Commission can speak to.

Mr. FASCELL. Mr. Buchanan.

Mr. BUCHANAN. Isn't one of the problems in this country the fact that one is not apt to use a language unless he is in an area where it is spoken. In fact, I have a college minor in French. I am also embarrassed to say so because I not only cannot speak French, I can't even understand what is being spoken in the most elementary way, because for 25, or however many years, I have just never had any real reason or opportunity to use that French until quite recently. Is not this a problem, and perhaps, part of the reason in this country? I don't know how to solve it—that those who did learn languages, because of a college requirement, generally, often quickly forgot it because they never had any reason or opportunity?

Mr. SIMON. Yes; there is no question about that, and how we get around that problem, I don't know, but one of the things that I think that needs to be modified, and I think is modified from the day when I took foreign languages, and I may assume from the day you took foreign languages, John, is that when I took Spanish and German in college we learned how to conjugate the verbs, and we learned the structure, but we learned nothing of the culture. It could just as well have been in Mars or someplace like that. Today, I think they are getting cultural insights as well, but I think the opportunity to continue the use of a language, as well as simply getting greater, particularly, verbal skills in language is important, and that almost means that you have to start earlier than when you start at Auburn or the University of Illinois or someplace.

Mr. FASCELL. Thank you very much, Paul. While I have got both of you here from Education and Labor, let me say that the President's Reorganization Plan for the establishment of a Department of Education, envisages the transfer of practically all of the education functions in HEW and some other agencies into a new Department of Education. One of the programs to be transferred is the one established by the International Education Act, which has never been funded. That act expires in September of this year, and my reaction would be to let it expire. It has never been funded, and it really doesn't belong in HEW anyway, so we will have to deal with that. I don't see any reason to complicate the issue any more than it already is, especially since the act hasn't been funded. We should concentrate on those international aspects of this program which might come under ICA. That is what we can do here. The rest of it, it seems to me, has to be under title VI of NDEA, or whatever you gentlemen do over in Education and Labor with the new Department of Education.

Mr. SIMON. Yes; I would concur in that. I don't see any point in renewing something that is a dead letter there. I think we have to recognize there is a vacuum here, and we are going to have to do something about it, and exactly what we do about it, I am not sure, and I hope that this committee can come up with some things that really start moving us in the right direction.

Mr. FASCELL. Well, we will be establishing, here, a record on the preliminary assessment anyway of this whole area. We want to thank you very much.

Mrs. MEYNER. Mr. Chairman, may I just say one thing to my distinguished colleague?

Mr. FASCELL. Yes.

Mrs. MEYNER. Danke schoen, merci beaucoup, and muchas gracias.

Mr. SIMON. Will you translate that for me, Helen?

Mrs. MEYNER. Later, when I see you on the floor.

Mr. FASCELL. Mr. Director, would you be kind enough to take the stand. Ambassador Reinhardt.

STATEMENT OF HON. JOHN E. REINHARDT, DIRECTOR, INTERNATIONAL COMMUNICATION AGENCY

Mr. REINHARDT. Mr. Chairman, I don't know what your timing situation is. I am prepared to adjust to your requirements.

Mr. FASCELL. Well, we will be flexible, both of us. If you have a prepared statement, I think it would help us if you would give us a complete assessment of what your responsibilities now are under ICA.

Mr. REINHARDT. I do have a prepared statement, Mr. Chairman, and I will forego reading all of it, but would certainly want to invite this committee's attention to the statement, if you will kindly enter it into record.

Mr. FASCELL. Without objection, the entire statement will be included into the record.

Mr. REINHARDT. I am heavily indebted to my staff for having prepared a statement that, we think——

Mr. FASCELL. You mean we are both going to learn at the same time.

Mr. REINHARDT. Learn a great deal. I learned yesterday. This statement does incorporate our overall views on this most important subject, and I hope that you and your colleagues will give it your full attention. I shall refrain from reading it and try to summarize it. I would like to make just a few brief remarks about the ICA leadership role in the whole field of international education.

We as an Agency now have extensive overseas contacts with the educators of the world. On July 27 we will celebrate the 40th anniversary of the cultural exchange program of this Government. It began as part of the good neighbor policy toward Latin America initiated by President Franklin D. Roosevelt. From the beginning, the goals were to promote mutual understanding and cooperative relations between the people of the United States and the people of other countries. The same goals provide the roadbed of ICA's new two-way street. Educational, informational, and cultural activities of mutual interest and benefit are the means. Reciprocity and partnership with the private sector are the governing principles. While our Government provides leadership and stimulates private initiatives, the major activities have always been delegated and will continue to be delegated, to private organizations.

ICA sees its role in international education as the friendly broker, alert to match up individuals, institutions, programs, and resources abroad with their counterparts in this country. We recognize from the start that in the vast sea of world education, ICA is a small fish. Our role is to lead, to encourage, to assist and to facilitate the programs of others. In some instances, we shall be plowing new ground, developing new activities, providing seed money for new ideas, but whenever possible, the execution of this two-way communication will be by private enterprise.

Every American sent abroad to teach or to study is a bond in this two-way process. When he or she brings back to the home community—and to the country as a whole—the information, writings, art, knowledge, and understanding of another culture, others are stimulated to seek similar experiences abroad. Every foreign student and teacher also has such an impact on the American community where he or she lives. Compared to the hundreds of thousands participating in exchanges administered by private organizations here and abroad, the official U.S. Government exchange program is relatively miniscule.

As more and more Americans participate in worthwhile foreign experiences, and as more and more foreigners share similar experiences here, the educated citizens of the world will demand that more attention be paid to foreign cultures in their own schools and that more accurate perceptions be reflected in the textbooks. The trend of textbook reform around the world is already underway.

The Federal role in this country's education has by tradition been highly limited. It is likely to meet with more and more resistance as domestic problems in some communities temporarily seem to loom larger than global ones. In their wholly different ways the "back to basics" and "proposition 13" movements are symptomatic of this. ICA does not seek to do what one may call internationalize American education. But it does aim to be responsive to the growing number of educators in the country who believe our students should have an image of the whole world, instead of only an image of our favorite part of it.

Our Presidential mandate commits us to support these programs which we perceive to be in the "broadest national interest," and which, in President Carter's own words, "give us the understanding to deal effectively with problems among nations." This is the reason why I have the pleasure of meeting with you here today in this important matter of a global viewpoint for our national education system.

I will be glad to attempt to answer your questions, Mr. Chairman, and those of your colleagues.

[Mr. Reinhardt's prepared statement follows:]

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PREPARED STATEMENT OF HON. JOHN E. REINHARDT, DIRECTOR, INTERNATIONAL COMMUNICATION AGENCY

THE ICA AND INTERNATIONAL EDUCATION

The Basic Resilience of American Education

We are fortunate that our Founding Fathers conceived of a national system of education which was free, public and compulsory -- and unfettered by strong central controls. For the past two centuries it has been a remarkable instrument for the realization of American ideals of individual fulfillment and of equal opportunity. Our educational system has been characterized as being unusually flexible, pragmatic and adaptable. It has moved with the times, and been a medium of change itself. Jefferson's words in 1779 of "education adapted to the years, to the capacity, and the condition of everyone, and directed to their freedom and happiness" aptly describe the basic concept of a liberal education in this country. This concept of General Education has provided the humanistic foundation for our activities on the world stage. It is our most powerful means of communicating with other peoples. It has given us the knowledge to confront the problems of our times. We turn to it now for solutions to the problems of environmental deterioration, uneven distribution of food and population, diminishing natural resources. Most importantly, we rely on education to discourage aggression and to help preserve world peace. Education, as H.G. Wells said, is a race for survival. Only through education can we come to understand ourselves and persons of different cultures. It provides each of us with an insight into the great sweep of history. It helps us to interpret the abruptness of change. It is the source of the almost limitless creativity of the races of the globe. And it remains diplomacy's greatest asset in cooperative efforts toward the resolution of crucial problems. For education springs from a conception of truth. It will not be confined within geographic boundaries and cannot be contained exclusively in one political or cultural philosophy.

Current Shortcomings of American Education

But education in the United States today faces many complicated problems. Some have been created by the explosive rate of technological change. Others have grown out of the complexity of tasks which modern life requires of education. More than half of our nation's workforce is now engaged in highly skilled jobs which require more education than ever before. Automation and computerization, by reducing routine jobs in offices and factories, have meant an increase in responsibilities for more and more of our citizens. And that has meant an increase in education. The same phenomenon is seen around the world, and has brought nearly 280,000 foreign students this academic year to our more than 2,700 colleges. Employment opportunities increase today in those fields requiring more study and decrease in those requiring very little training at all. With every third job in the U.S. today dependent on foreign imports, and with the percentage of exports contributing to our GNP doubled in the last decade, the economic obligations for developing a global viewpoint are daily underscored.

Today the political event invades the home and classroom the instant it occurs. News of it does not have to be relayed by another observer/interpreter. The message comes with- a messenger. And we are left to react instantaneously without out/the help of a mediator to influence our deduction or to suggest an evaluation. We saw this recently when President Sadat walked down the red carpet at Lod Airport in Israel and greeted his former enemy, Golda Meir. The instaneousness of mass media has dramatized the relevance of the rest of the world to U.S. foreign policy, American lives -- and American education.

And yet it is a nagging fact that in the vast majority of the nation's high schools and colleges, students are today being graduated without an adequate view of the world. After completing 12 years of secondary school and another four of college, many of our youth begin their professional lives without having completed a single course directly related to the international problems which their generation must address. Many have never participated in classroom discussions on human rights, population, poverty, malnutrition, illiteracy, unemployment, urban migration, underdevelopment, energy alternatives, environmental deterioration, nuclear proliferation, disarmament. Whatever careers they will pursue as adults, they will cope badly with our planet if they are not in some way better informed about the whole world. If they are to become responsible citizens, voters, and participants in a democracy, and some of them the future leaders of their communities, somewhere their ongoing education will have to provide them knowledge about the forces of unity and disunity, peace and conflict, and the political, economic and social balances and imbalances in today's world.

When Mark Twain told his generation: "Don't let schooling interfere with your education," he was facetiously making an appeal for what we today call citizen education. He was expressing another basic American concept of learning. It is the notion of education as a process never finished, always developing, and that we continue with it all our lives. But the leaders of American education today know that programs of ongoing education cannot remedy the gaps in learning of our high school and college students. A recent survey of 30,000 teenagers in nine countries showed the U.S. ranked next to the top in respect to its students' understanding of local, state and national government, but ranked next to the bottom when it came to knowledge of international organizations and global processes.

Reports of the National Assessment of Education Progress, a Federal Government project for monitoring achievement in schools around the country, have documented the national slippage in test scores. Its statistic that 13% of our 17-year-olds are "functionally illiterate" has startled all of us. Its most recent study, reported in the press on June 26, showed a general decline in the scientific abilities of the same age group of nearly 5% since 1969. To confront these problems in our national educational system and to restore confidence in our public schools many educators have propelled a "Back to Basics" and "competency based education" movement. Many have also urged that an international framework must be given to all of our education. These changes, they all agree, must begin in the primary grades, and with the training of the teachers so that they will have an image of the real world in their own heads, and be able to convey this image in their teaching -- from the elementary grades through the graduate institutes of our universities.

Not New Curricula, but a Global Viewpoint

When we talk of International Education here today we are really talking about the emerging Global Education in our country and in the rest of the world. We are not only thinking now of International Studies which the U.S. Government and universities across the land have supported for many years. We are thinking of the world view that must be imparted to a child, which will provide a more complete lens for his or her future. In the words of Dean Henry Rosovsky, chief architect of Harvard University's new Core Curriculum: "An educated American, in the last third of this century cannot be provincial in the sense of being ignorant of other cultures and other times. It is no longer possible to conduct our lives without reference to the wider world within which we live."

The public diplomacy requirements of our national interests oblige the International Communication Agency to encourage this international outlook in our country's educational system, and in educational systems abroad. Education, in the sense of more accurate perceptions, is the ultimate goal of our communicating process and a legitimate concern of foreign affairs. The more internationally educated the American travelling public (tourists, businessmen, overseas workers, students) the more effectively will their activities complement our Government's official efforts at mutual understanding.

Today the line dividing priority domestic issues from those of the world's agenda become increasingly blurred. Our own country's list of priorities is now almost identical with those of other nations -- energy, food, natural resources, population, strategic and monetary concerns. For the majority of our citizens these are bread and butter issues. They affect our lives and our livelihoods. A decision made in Riyadh raises the cost of a gallon of gas in Dubuque. A bad harvest in Brazil pushes up the price of a cup of coffee in Times Square. A drought in the U.S.S.R. enables farmers in Kansas to buy new combines, but it may also force New England housewives to pay more for a loaf of bread. The growing interdependence of the world community means that foreign policy -- like domestic policy -- has rapidly become everybody's business. This explains why a sharpening of a transcultural outlook is as much a concern of the Government as it is today of American and foreign educators.

The Role of ICA

"The fundamental premise of the ICA," said President Carter in his message to the Congress accompanying "Reorganization Plan No. 2" which created the Agency in April, "is that it is in our national interest to encourage the sharing of ideas and cultural activities among the people of the U.S. and the people of other nations." To accomplish this mission the President directed us to: "Encourage, aid and sponsor the broadest possible exchange of people and ideas between our country and other nations..." and "Help insure that our Government adequately understands foreign public opinion and culture for policy-making purposes, and to assist individual Americans and institutions in learning about other nations and cultures...." The President underscored the concept of dialogue which has been a key feature of U.S. Government international educational and cultural exchanges, which this year celebrate their 40th anniversary. But he also entrusted the new Agency with a new responsibility: "to tell ourselves about the world, so as to enrich our own culture as well as to give us the understanding to deal effectively with problems among nations." This aspect of our mandate quite naturally directs us to the matter of encouraging an international and global framework to our own national learning process. This does not necessarily require adding courses to elementary school, secondary school, college and university curricula. The innovators in public and private educational systems in different parts of the country whose school boards are already interested in globalizing their curricula, and with whom we have worked cooperatively through our limited grants-in-aid program, are not radically replacing subjects, courses and skills. Instead they are attempting to imbue all of these with a more comprehensive vision. In this sense a global perspective in American general education is an orientation toward the new realities of life in a highly interdependent era.

Cognizant of the traditional delegation of the responsibilities for educating the nation's youth to the individual states and their 16,026 local school boards, the Agency in its essentially supportive Federal role would not presume to attempt to persuade American educators that attaining a global perspective in a particular school had a higher priority over problems of aroused taxpayers, classroom discipline, drugs, energy and job shortages for graduates. But we are pleased to note that organizations like the Council of Chief State School Officers and the National Association of Secondary School Superintendents, with their tremendous civic responsibilities, have already urged their huge constituencies to support a more comprehensive method of learning for all Americans.

A Pluralistic Approach

With this new definition of International Education and a Presidential mandate committing us to a two-way communication goal, ICA is developing its own programs and methods, within the limitations of its resources, for a more effective international communication.

The Mutual Educational and Cultural Exchange Act of 1961 established the basis for the ongoing educational and cultural activities inherited from the Department of State. They include: the academic program, which annually involves an exchange of around 3,000 American and foreign predoctoral and postdoctoral scholars; the international visitor program, which annually brings together around 2,000 overseas leaders in different professions with their counterparts here, and involves the support of more than 100,000 American volunteers and 90 community organizations; the American Specialists program, which annually provides our overseas posts with around 200 U.S. consultants in a wide variety of important fields; the performing arts program, which has sent on overseas tours the major American performing artists; the athletic program, which provides national and international sports federations with American athletes for training workshops; a grant-in-aid program, which annually provides seed money and facilitative assistance for around 225 programs initiated by private American organizations, foundations, labor and businesses to promote mutual understanding; and liaison with the East-West Center in Hawaii, an autonomous institution for increased cultural relations between Americans and the peoples of Asia and the Pacific.

Educational and cultural activities inherited from the U.S. Information Agency, many of which were directed primarily toward international educators and represented in the aggregate an expenditure often higher than the annual budget for CU, include: the American Studies program, which provides professional liaison between American and foreign specialists on the culture of the U.S.; the English Language program, which provides professional assistance and teaching materials for programs which annually reach more than 350,000 prominent foreigners who study our language at 135 overseas centers; the Libraries and Book program, which provides the logistical support to 253 cultural centers in 95 countries where 1.6 million American books and 22,000 periodicals are read annually by more than 8.7 million readers; a publishing program, in close cooperation with American publishers and involving an annual production of 3 million books in 25 foreign languages; a film, videotape and TV program representing an annual production of around 100 films, 200 VTRs produced in our own studios and 300 acquired films and hundreds of acquired videotapes from the major U.S. networks; a press service which provides a Wireless File to 126 of our posts in either English, Spanish, French or Arabic; a publications program of 14 magazines printed in 16 languages, produced in either Manila or Mexico City and distributed in more than 100 countries; an exhibitions program of ten major and 75 smaller exhibits a year and the radio programs of "The Voice of America," broadcast in 36 foreign languages which have an estimated world listenership of around 75 million persons.

Almost all of these activities, but particularly the exchange programs, serve a dual purpose -- to educate foreigners about American society and culture and to inform Americans about nations and civilizations overseas. The American professor who spends a year studying in India informs Indians about the United States at the same time he is learning about Indian society. One can safely assume that when he returns to the

U.S., the knowledge he has acquired in India is imparted in some way to his students. A similar two-way learning/teaching process occurs when a foreign leader visits the U.S. on an exchange program; when an American basketball team plays in a competition overseas; when an American specialist participates in an ICA-sponsored seminar in a foreign country.

The educational and cultural concepts of the previous components of this Agency have reflected the pluralism of our country. And in the execution of the programs they have depended on a close cooperation with other public agencies and many private organizations for their success. They have increasingly involved citizen groups across the nation whose commitment to activities on behalf of international understanding has been an inspiration. Because we know that a populace knowledgeable about world problems is a prerequisite to any reasonable approach to their solution, ICA has accepted the leadership role Government-wide in interagency coordination of international informational, cultural and educational matters. Through its programs it will strive to advance that objective to the maximum extent possible.

We aim to propose innovative ways for investing the resources of the nation as a whole to encourage and complement private and local initiatives on behalf of international exchanges and global education. We plan to increase our limited financial support to organizations with activities similar to Global Perspectives in Education and the "Columbus in the World" program. We want to encourage programs in our city high schools like the International Baccalaureate and initiatives to globalize the teaching in this country and abroad. We have naturally continued close liaison with other Government agencies with programs dedicated to the same objectives, especially with the Departments of Health, Education and Welfare, Labor and Defense. Until the issue of a separate Department of Education is resolved, and its international education objectives defined, we will continue our traditionally close relationship with the Office of Education's Division of International Education on teacher exchanges, international studies, overseas projects and other programs in which we are mutually involved either through the Mutual Educational and Cultural Exchange Act or Title VI of the National Defense Education Act. With the National Endowment for the Arts and National Endowment for the Humanities we have already coordinated planning relating to activities abroad so as best to complement and reinforce one another's use of the taxpayers' resources, and to avoid a duplication of effort and activity. We aim to do the same with as many as practicable of the 159 international educational exchanges currently administered by 31 Federal agencies and authorized by 42 separate pieces of legislation.

The issue has been raised of a coordinating interagency committee for international education as a successor to the former Interagency Council on International Educational and Cultural Affairs (CEC) which functioned from 1964 to 1969 and the Subcommittee on Foreign Affairs and Education of the National Security Council's Under Secretaries Committee which functioned from 1971 to 1976. The June General Accounting Office report on the "Potential for Coordination of International Exchange and Training Programs" called for more interagency coordination on the "large, dynamic, pluralistic and unruly" aggregate of U.S. Government activity in the field which today represents an annual expenditure of $659 million of which the total of ICA programs constitute only 5 percent.

We feel that an interagency committee should be reconstitute and that the subject is open for discussion. In our coordinating role mandated by the President, we shall plan and seek a new beginning for this committee. For appraisals of our Agency's effectiveness and recommendations for new ways and subjects of communication, we shall solicit the counsel of this Committee, your counterparts in the Senate, our own Advisory Commission, and other public and private groups and individuals throughout the nation.

The President's emphasis on mutuality and on the American learning process as goals for the new Agency have in the first few months of our existence permeated all of our policy guidances and the current programs of our almost 200 posts abroad. This has reassured the American and overseas educational communities which earlier expressed concern that the previous one-way communication of the U.S. Information Agency, or telling America's message abroad, would be dominant. Instead the nearly 9,000 Washington and overseas employees in the new Agency have accepted the two-way communication mandate with spirit and are designing future-oriented activities. In spite of the usual growing pains of a new Agency, considerable progress has already been made in meshing the gears of our previous two components into new machinery to advance the country's best interests through informational, educational and cultural means.

We in ICA are grateful to you, Mr. Chairman, and to this Subcommittee for your inquiry into an aspect of education in this country which has been marked by its idealism, vitality, fresh approaches and the commitment of hundreds of citizen organizations. Only a short time ago in our nation's history public affairs and educational affairs were thought to be hostile to one another. But that is a thing of the past. Today they are cooperatively linked, as they were 200 years ago, to face our crucial future tasks.

I shall be happy to try to answer any questions that the Members of the Subcommittee might have.

Mr. Fascell. Mr. Buchanan.

Mr. Buchanan. Thank you, Mr. Chairman. Mr. Director, you described your role as a friendly broker. At ICA, you certainly should be friendly, and it appears to me, you are also becoming broker as we go along in constant dollar terms. I want to ask specifically—Mr. Chairman, will this list be incorporated into the record, I hold in my hand, which gives a history of ECA appropriations from 1967 through 1978, expressing 1967 constant dollars terms?

Mr. Fascell. Without objection, it will be included in the record.

[The list referred to follows:]

HISTORY OF ECA APPROPRIATIONS (1967-78) EXPRESSED IN 1967 CONSTANT DOLLAR TERMS

[Dollar amounts in thousands]

Year	1967 index composite	In constant dollar terms	Actual appropriations	Actual difference	Percent difference
1967	1.0000	$46,999	$46,999		
1968	1.0333	48,564	45,123	−$3,441	−7
1969	1.0832	50,909	31,425	−19,484	−38
1970	1.1472	53,917	32,301	−21,616	−40
1971	1.2065	56,704	37,176	−19,528	−34
1972	1.2500	58,749	40,816	−17,933	−31
1973	1.3005	61,122	45,250	−15,872	−26
1974	1.4169	66,593	50,587	−16,006	−24
1975	1.5735	73,953	53,300	−20,653	−28
1976	1.6886	79,363	55,325	−24,038	−30
1977	1.8152	85,313	59,000	−26,313	−31
1978	1.9513	91,709	65,500	−26,209	−29

Mr. Buchanan. I note, in constant dollar terms, there has been an increasing money problem, and I wonder if you would comment on the level of our investment in this area?

Mr. Reinhardt. Well, the level of the investment in this area, as far as the Bureau of Educational and Cultural Affairs of the State Department is concerned, is reflected in the figures that you have, the current appropriation being $65,500,000. In order to have kept abreast of the constant dollar appropriations beginning in 1967, this appropriation would have to be $91 million this year, instead of $65 million. This represents an overall decrease in the old CU budget, as we called it, of about 29 percent in constant dollars. That is a major part of the story. It is not the complete story. There were cultural activities, educational activities in the old USIA libraries that are operated abroad. For example, book programs and English teaching programs were all a part of the USIA budget and not the State Department budget. All contributed to the broad range of international education. Those dollars, in constant dollars, also have decreased.

Mr. Buchanan. I can't keep up with Helen, but in response to your own leadership in ICA and in this area, and your profound interest as reflected in your testimony this morning, and in the direction in which you are leaning, all I can say to you is thank you, merci beaucoup, spasiba, and ank thay, ou yay.

Mrs. Meyner. John, what is the last one?

Mr. Buchanan. Ank thay, ou yay is pig latin.

Mrs. Meyner. A common international language.

Mr. Reinhardt. Auburn did quite well, sir.

Mr. Buchanan. I went to Sanford University and the University of Virginia, but I am an Auburn supporter because of the wonderfulness of their agricultural program. Thank you.

Mr. **Fascell.** Mr. Diggs.

Mr. **Diggs.** Mr. Ambassador, I was noticing in your statement on page 12, a reference to the East-West Center in Hawaii, which was set up principally with the inspiration and impetus of Lyndon B. Johnson to facilitate a better understanding between the United States and people of Asia and the Pacific. Of course, the traditional relationship between this country and Europe, doesn't really require a center of that type, but what about Africa? There seems to be a gap in our exchange program with respect to that huge area—almost a half billion people and growing faster than any other part of the world. Are you contemplating anything to deal with that disparity?

Mr. **Reinhardt.** Beginning last year, sir, we deliberately increased our support to these programs in Africa. We opened several new posts, six to be exact, and we have plans for opening additional posts. We have made increased allocations of funds available in Africa, at the expense of other programs, actually. These increases have not come about because of larger appropriations, but represented deliberate management decisions to address problems in an area that had long been, if not neglected, almost forgotten. In the context of an East-West Center—and this is the context in which you raise the question—there is no similar institution. We are giving some thought to, not an Africa-America Institute, but a North-South Institute. Some of the problems that are North-South in nature as far as education as well as politics are concerned, may very well be addressed through this kind of institution. It is also possible such an institution may not be appropriate. We are not quite certain what our studies will reveal, but many of the problems that arise and are reflected in such bodies as UNESCO, for example, are educational, social, political in nature, and we, as a communication agency, think that we have a mandate to address these problems, and we are considering them.

Mr. **Diggs.** Thank you, Mr. Chairman.

Mr. **Fascell.** Mrs. Meyner.

Mrs. **Meyner.** Thank you, Mr. Chairman.

Ambassador Reinhardt, do ICA's international, educational, and cultural activities focus more on informing the rest of the world about the United States than informing the United States about the rest of the world? Shouldn't more emphasis be put on the latter?

Mr. **Reinhardt.** This is the great change that occurred as a result of the reorganization, as you may recall.

Mrs. **Meyner.** Telling ourselves about the rest of the world, I think it is called.

Mr. **Reinhardt.** Prior to the reorganization, the U.S. Information Agency had, as a working slogan "Telling America's Story Abroad," and this is precisely what we did. We think that we accomplished a great deal. After reorganization, the Bureau of Educational and Cultural Affairs brought with it to the ICA a mandate to develop mutuality. A great deal of our focus is still abroad, it always will be, and we think it should be. But, among other things that we now do, we foster intracultural communication between Americans and other cultures. As is indicated in the prepared statement, we do a great deal of this through private organizations, through the hundreds of American organizations that have a foreign orientation, an interest in other cultures and in exchanges with other cultures and educational endeavors with other cultures. These are the organizations through which the old CU worked in the past, and through which we will continue to work in the future. I think that the word communication in our new name is quite indicative of the new mandate that we have. By definition it is an exchange, it is a two-way dialog, it is listening as well as speaking. The short answer to your question is that no longer do we simply explain America's story.

Mrs. MEYNER. Well, Congressman Simon brought up the use of foreign currencies. To what extent are excess foreign currencies being used for exchange programs? Do you think it is important to expand them, as he suggested in his testimony?

Mr. REINHARDT. In four or five countries, we do have foreign currencies in excess of our general needs and last year, as I recall, we used about $7 million total of these funds, mostly in Egypt and in India, the two countries where we have greater excess than in any others. Representative Simon referred to the possibility of establishing foundations to foster exchange. We have done exactly that in India, for example, where we have the Indo-U.S. Subcommission on Education and Culture. There are other possibilities. We are studying some possibilities in Egypt.

Mrs. MEYNER. What kind of coordination is there between ICA and HEW on exchange programs or international education programs and should what HEW does in this area be incorporated into ICA or——

Mr. REINHARDT. There were efforts to——

Mrs. MEYNER. Excuse me—I know you work together, but I am not sure how you divide your efforts.

Mr. REINHARDT. The HEW programs have concentrated very largely on the training of Americans to assume foreign responsibilities. This is not a role for ICA. We know about those programs. If the International Education Act had been funded, there would certainly have been a great deal of collaboration with HEW. There are aspects of that program that are almost completely domestic that belong in HEW or some other domestically oriented organization. There are others that have major international implications. Reference has been made, when Congressman Simon was testifying, to the fact that a good number of the centers in American Universities today that are concerned with foreign cultures are grossly underfunded. Foundation funds are no longer available for many of these centers. This represents a possibility for a funded International Education Act. There are other possibilities, and we do work closely with the Office of Education. But the fact is that there isn't any great overlap on these programs, and there is not an awful lot of money, either.

Mrs. MEYNER. In the programs. Thank you, Mr. Reinhardt.

Mr. FASCELL. Mr. Ryan.

Mr. RYAN. I suppose I could ask a lot of questions, Mr. Chairman.

Mr. FASCELL. It is all right. Go ahead.

Mr. RYAN. But I am so pessimistic that I don't know that it is even worth it. I think it is much more basic than that.

The members of this full committee, or subcommittee, can make some small effort to educate themselves on the problems that other countries have with us and Members of Congress will make the policy decisions. We will then have the kind of nitpicking trouble that we get from the press. I am not talking about the unnecessary trip, because there will always be unnecessary trips by Members of Congress. I don't think there is any way of keeping that from happening entirely, but there is an attitude abroad in this country that somehow the rest of the world doesn't matter.

We are more isolationist today, I think, especially in our schools, than we have been any time in my lifetime.

I come from a background of 17 years of teaching in the classroom when there was a minimal knowledge. I was in the classroom when sputnik went up in the air, and when it came down we had required foreign languages in California.

That lasted 8 years, after which time that hysteria died, as the hysteria died to build bomb shelters in the backyard, if you remember, a few years ago.

We haven't even got the capacity to have support at the national level from our best educators, our best scholars, from our best newsmen. When was the last time Katherine Graham caused to be placed in the Washington Post the kind of editorial that says we should do more to educate our children about foreign affairs and our businessmen and newsmen about foreign affairs?

You have some rather eloquent comments, but I know, in my 6 years in Congress, not one reporter from the local press in San Mateo County had ever even come back here to find out what happens in Congress, let alone go anywhere else in the world to find out what happens there.

We are a long way down the ladder from what you told me.

On page 8, I think you say a rather eloquent thing. "A decision made in Riyadh raises the cost of a gallon of gas in Dubuque." It is true. "A bad harvest in Brazil pushes up the price of a cup of coffee in Times Square"—it is true.

"A drought in the U.S.S.R. enables farmers in Kansas to buy new combines," and Massey Harris to declare a dividend, as well as having the housewives in New England to pay more for a loaf of bread—but nobody knows that.

Now, where do we begin with that kind of an education, and what can be done about that here in Washington by people such as yourself that have some understanding of the nature of communication and vital necessity as the world grows smaller?

Mr. REINHARDT. That is a good general and important and complex question. I share some of your pessimism but not all of it. I do think there are a great number of American institutions and American individuals who are increasingly interested in foreign cultures. The acceleration in travel has had a great deal to do with this. It is not simply the thousand businessmen who are in Japan today. There are an awful lot of Americans who have traveled in Japan just as ordinary individuals. I think it will take a while, as I have suggested in other parts of my opening statement, for this to permeate to the school boards throughout the United States.

Mr. RYAN. Do you think it will?

Mr. REINHARDT. I am reasonably hopeful that it will. I think that the word interdependent isn't simply an idle word. The examples I have given and that you have quoted help to focus interest on things that are happening abroad as they affect the United States.

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Mr. RYAN. Mr. Reinhardt, if the opinionmakers themselves, that is if the policymakers themselves don't believe it, why should anybody else?

Mr. REINHARDT. I am not sure, sir, that the policymakers don't believe this.

Mr. RYAN. I have never heard a speech made yet in northern California, which is a rather large area with enough Congressmen to match New Jersey, if I may use my dear friend and colleague's home State, at the World Affairs Council or the Commonwealth Club or anyplace like that, about the necessity for recognizing we are no longer an insular and isolated Nation—never.

Mr. REINHARDT. Congressman Ryan, I will send you a copy of my speech to the World Affairs Council of San Francisco.

Mr. RYAN. When?

Mr. REINHARDT. Last fall.

Mr. RYAN. Well, I stand corrected, at least to that extent, and perhaps there are other areas, but is it a case of the arrow being shot in the air—where did it fall? I guess what I am saying, really, is without criticism and with great support for your efforts, obviously.

It is, I think, that the efforts being made by the Federal Government, as such, presume too much about American attitudes toward foreign countries. We haven't yet got over the idea that we are an island Nation.

We still believe that travel overseas, travel outside of our borders is somehow exotic, exciting, glamorous, done by foreign correspondents in trench coats and certain unsavory types that go around spying on people. That is about it, other than the rich folks who can travel continually and who can learn all of these things.

The fact is that the average couple from Dubuque or from south San Francisco, not only has little idea of overseas concerns or elements as a part of the functioning of this planet, but they haven't traveled any further than Salinas in 20 years. If you talk to a German, or to a Frenchman, or to an Italian, or to an Englishman, foreign travel is about the same as people from Massachusetts going west, which means to Cleveland, and people saying as they do in New York City, in the editorial media, "out on the coast." They don't recognize the fact that they are, themselves, out on the east coast.

Of course, they refer to way out there past where civilization ends. There isn't that much room in this country yet for the kind of things you talk about here.

I think we have to begin several steps back of that. I think that when we talk about international education, Mr. Chairman, we ought to consider, in this subcommittee and in the foreign affairs full committee, not just those things that are beyond our borders, but far more in getting some kind of activity going where we involve our own people in overseas interests. I think that perhaps ICA might consider more effort there, and if you could comment on that, I will quit asking questions.

Mr. FASCELL. They have all of the programs.

Mr. REINHARDT. We have done a great deal of this in recent years, Congressman Ryan, including the sending of many of your colleagues here on the Hill, both on what we call the American specialist program and on the voluntary speakers program. Last year we sent up-ward of 1,000 voluntary speakers. These are individuals who are going to Europe or Asia or Africa on their own, on other business, and we know about their going, and we make, in effect, a 2- or 3- or 4-day contract with them, that after they finish their business in Tokyo or Paris or Buenos Aires, they will participate in conferences, seminars, give lectures, meet with foreigners who are interested in their subject matter. The subject matter, obviously, varies, as the individuals do, but a good number of Members of Congress have participated in this program with distinction, and we think it has been a great help. Now, if you are talking about 1,000 people, that is not a great number. It happens to represent the maximum that we could possibly handle last year. There is great room for expansion in the program. But it represents a utilization of one of the best communication instruments, that is, individual Americans brought into contact with their counterparts abroad. They learn a great deal.

Mr. Ryan. What about the reverse?

Mr. Reinhardt. The reverse program has had various names. The leader grant program, we now call it the international visitors program, brings foreigners from all over the world to the United States, generally for about 30 days to 6 weeks. They, too, are in all kinds of fields.

Mr. Ryan. The reason I asked the question is because the most effective element that has been terribly effective, throughout this country, right down at the tap roots, is the American Field Service program. Beginning 25 years ago, now, when I first began teaching, there were American Field Service exchange students coming to this country and living here for an entire year——

Mr. Reinhardt. They still do.

Mr. Ryan. And the reverse—I know they do—and the impact that it has had on communities in my own congressional district, in small towns, has been far more effective than everything else put together, because on a people-to-people basis they see pretty much ordinary kids living right here in somebody's home, going with them to basketball games and going with them down to the movies, and whatever else there is to do, and the one single limitation on it is that most of the kids that come from other countries tend to be upper middle class, because they have to have that much education and that much background base in order to be able to learn English and function over here.

But even so, the impact has been far more than anything else. I think. I would like to see, in the way of international education, more of that kind of thing coming in. We are an ignorant Nation when it comes to the rest of the world, outside of those that are very poor and have almost everything ahead of them in their development. If you talk about Haiti or some of these small, rather poor countries of the world, then you can talk about the level of insularity that we have here as American citizens down at the tap roots.

I think there has to be more of an effort made, when we talk about international education, coming this way, not going that way.

Mr. Reinhardt. I share your ideas.

Mr. Ryan. Thank you.

Mr. Fascell. Mr. Ambassador, in your statement you mention the fact that ICA has the leadership role in Government-wide interagency coordination.

Mr. REINHARDT. Yes.

Mr. FASCELL. Now, is that in place now? Is ICA chairing an interdepartmental coordinating agency?

Mr. REINHARDT. ICA is beginning to chair interagency meetings and work groups. It is now setting up work groups on specific topics of interagency concern. All of this has had to happen since April when we received the mandate. We have an office in Dean Ilchman's directorate of the ICA that is responsible for the coordination of educational and cultural exchange programs. The first approach is a statistical one, a survey in which we are trying to discover precisely where we stand, where the moneys are, what the numbers of grants are.

Mr. FASCELL. Could we have that statistical study when it is completed for the record?

Mr. REINHARDT. You certainly will, sir.

Mr. FASCELL. Because you point out—I didn't know this—and it is amazing—there are 159 international education exchanges currently administered by 31 Federal agencies and authorized by 42 separate laws, so we have a real problem right now that maybe we ought to take a hard look at. Is that what you are doing now?

Mr. REINHARDT. That is what we are doing now.

The agency's catalog of organizations in the field of cultural exchange was provided to the committee earlier this year. It is entitled "Directory of Contacts for International Educational, Cultural, and Scientific Exchange Programs." An update of this publication is presently being done and will be provided to the committee once it becomes available.

In addition, the Overseas Development Council has a publication entitled "Directory of Resources in Global Education," published in 1977, which the committee may wish to acquire.

Mr. FASCELL. Well, we would like to have that information for the record as soon as it is available. The other thing that occurs to me is this—I assume you probably have, or could easily get, the best assessment that exists today, of private organizations that are in the cultural exchange business operating in the United States.

Mr. REINHARDT. We work with a great number of these.

Mr. FASCELL. Would it be possible to get a cataloging of all of those organizations? Does one already exist?

Mr. REINHARDT. We will give you the information that we have, sir, on this, and it will be considerable.

Mr. FASCELL. I am sure it will be, but in order to get some idea of the problem or the scope of what is going on, we have to get an assessment, a realistic assessment of what private organizations are now doing. We will have some of those testifying, and also, I suppose, we have to get some kind of a reading on what business commercial ventures exist, what the extent of their programs are.

Now, we have two clear divisions, as I see it. One is the language or cultural training of Americans in domestic educational institutions, which is clearly not an ICA function, but where ICA might have some kind of a complementary or coordinating role, particularly in the event that a new Department of Education is formed. Is that correct?

Mr. REINHARDT. That is correct.

Mr. FASCELL. That leaves ICA strictly in the area of educational and cultural exchange programs, which is where you are now?

Mr. **Reinhardt**. That is correct. I would amend that only to say educational and cultural communication programs, because many of these programs are broader in nature than strictly exchange. For example, we are engaged in English-teaching programs overseas. This varies from country to country, but this clearly is an activity that we will continue, and it has an educational component. If a foreigner learns English as a result of some of our activities, that is education, it is also communication.

Mr. **Fascell**. Well, all of that is very important, of course. I wouldn't want to establish a priority, but it seems to me that the principal thrust of these hearings might be to find out what we can do that would improve the communication capability of the mass of Americans, and how ICA fits in that effort.

Now, I notice that you very carefully word your statement that you are going to do all of these things within the limitations of your budget. However, from what I hear about next year's budget, which is supposed to cut the deficit in half, and the budgets up to 1982, when we are supposed to have a zero deficit, we may be whistling in the dark here. Is my assessment there generally correct? Have I read between the lines in your testimony, that you are really not in a position, as the head of an agency, nor are you too optimistic about any major breakthroughs financially to broaden the scope or enlarge your programs that you are now administering?

Mr. **Reinhardt**. If there are no major breakthroughs, Mr. Chairman, it won't be our fault, because we are now going through the rather rigorous ZBB exercise—that is zero-base budgeting—within our own agency, which is very time consuming but rather rewarding also internally. It tells us, basically, where our problems are that stem from budgets. There is no doubt in our minds that these programs have been underfunded. The statistics Congressman Buchanan referred to earlier indicate this, and the general ZBB process is revealing where they are underfunded, and we shall certainly be putting forth the best case we can for additional funds. Clearly, we are a small agency in the entire budget, and we are realistic, also, about the general turn of the economy. Still, the study will continue, and we will put forth our best efforts to gain additional funds.

Mr. **Fascell**. Mr. Ambassador, do you have some coordinating function or administrative oversight regarding all of the people-to-people programs?

Mr. **Reinhardt**. We have worked very closely with this committee, or the Bureau of Educational and Cultural Affairs has in the past, and ICA is now and will continue in the future. We have given some support to these programs over the years.

Mr. **Fascell**. You mean administrative support?

Mr. **Reinhardt**. No; we have also given some budgetary support to those programs, the exact extent of which I can't tell you off hand. We have given grants, the Bureau of Educational and Cultural Affairs has given grants, to the organizations.

Mr. **Fascell**. Now, how are you organized structurally for lines of communication in the United States with respect to the exchange programs you are administering?

Mr. **Reinhardt**. Dean Ilchman's section of the ICA—we call it a directorate—is primarily responsible for the liaison we have with

American organizations. That is the part of the structure that maintains these contacts. We have a good number of contacts, for example, with American organizations that are responsible for administering aspects of the exchange programs. Visitors that come to the United States from abroad, for example, are often under the auspices of an American organization that puts together the visitors' programs in the United States, and is responsible for securing interpreters, if necessary, and for the general logistics of administering that grant. Thus it would be the educational and cultural affairs arm of the agency that would be responsible for working with these organizations.

Mr. FASCELL. Do you have any difficulty in coordinating with domestic, private organizations or other organizations? Are there some legal constraints on your coordinating role?

Mr. REINHARDT. No legal constraints. The legislation urges us, mandates us, to deal with these organzations. There are a great, great number of them. There are difficulties simply because of the numbers and the limited funds. An organization that had *x* amount last year, may very well want *y* amount this year, an increase, and we may or may not be able to——

Mr. FASCELL. All of this sounds vaguely familiar. A good many years ago—I can't remember just exactly when it was—the subcommittee which I chaired, took on the job of inventorying and cataloging all private and public agencies, organizations, voluntary, church, and otherwise, that were involved in the aid field, in a particular area. I think, as I recall, it was Latin America. We learned a great deal from that inventory. First, the number of organizations was astounding. The amount of money they were expending, at that time, in the AID program, as I recall it, was well over $600 million—it was larger than the public sector AID program, and we undertook that inventory not only for the information it produced, but also for the very obvious need to coordinate so that our program directors and our policymakers could integrate more effectively what they were trying to do. Now, I begin to see the glimmer of the same kind of need within your own organization for the complete cataloging of all efforts in the United States, so that the Government effort, whatever it is, is going to have a maximum impact. Is there——

Mr. REINHARDT. This is the coordinating mandate that we have and we will furnish these materials to you as soon as they are available. We can furnish, almost immediately, the inventory of organizations with which the State Department's Bureau of Educational and Cultural Affairs worked last year. This information is available.

Mr. FASCELL. That would be a good start for us, and then as you get additional information, make it available to us.

Mr. REINHARDT. We will furnish this in the next day or so.

[The information referred to follows:]

ECA

GRANT AGREEMENTS FOR SERVICES WITH PRIVATE CONTRACTING AGENCIES

FISCAL YEAR 1977

African-American Institute

American Association of Museums

American Bar Association

American Council on Education

Association of Science -
Technology Centers

Council of International Programs
for Youth Leaders and Social Workers, Inc.

Indiana University Foundation

Institute of International Education

International Marketing Institute

Meridian House International

Operation Crossroads Africa, Inc.

Syracuse University

Ghana Association of Alumni
of American Universities

Supreme Life Insurance
Company of America

ECA

GRANT-IN-AID AGREEMENTS WITH PRIVATE ORGANIZATIONS

FISCAL YEAR 1977

Academy for Educational Development Inc.

Academy of International Business

Adult Education Association
of the U.S.A.

Adventure in Education

African-American Institute

Alabama Consortium for Development
of Higher Education, Inc.

America-Israel Friendship League, Inc.

America-Mideast Educational and
Training Services, Inc.

American Assembly of Collegiate
Schools of Business

American Association for the
Advancement of Slavic Studies

American Association of Colleges
for Teacher Education

American Association of Collegiate
Registrars and Admissions Officers

American Association of University
Women Educational Foundation

American Bar Association

American Council of Learned Societies

American Council of Young Political
Leaders

American Council on Education

American Council on International Sports

American Crafts Council

American Field Service

American Forum for International Study, Inc.

American Institute of Indian Studies

American Institute of Industrial Engineers, Inc.

American Institute of Iranian Studies

American Management Associations

American Nurses" Foundation, Inc.

American Political Science Association

American Public Works Association

American Research Center in Egypt

American School of Oriental Research

American Society of International Law

American Society for Personnel Administration

American Studies Association

American Studies Research Center

American Universities Field Staff

Arizona, University of

Asia Foundation

Asia Society, Inc.

Association of American
Publishers, Inc.

Association of American University
Presses, Inc.

Association of Black Foundation
Executives, Inc.

Association of Colleges and
Universities for International-
Intercultural Studies, Inc.

Atlantic Council of the United States

Brookings Institution

Federick Burk Foundation for
Education at San Francisco
State University

Business Council for International
Understanding

California, University of (Santa Barbara)

California Contracts Cities Assoc.

Catholic University of America

Center for Applied Linguistics

College Entrance Examination Board

Conference Board, Inc.

Cornell University .

Council for International Urban
Liaison

Council of International Educational
Exchange

Council of International Programs
for Youth Leaders & Social Workers, Inc.

El Congreso Nacional de Asuntos
Colegiales

Experiment in International Living

Farmers and World Affairs, Inc.

Florida State University

Florida, University of

Foreign Student Service Council

Former Member of Congress

Foundation for Public Affaris

Friendship Ambassador, Inc.

Fulbright Association of Alumni
of International Educational and
Cultural Exchange

Future Farmers of America

George Washington University

Georgetown University

Harvard University

Hawaii, University of

Howard University

Illinois, University of
(Chicago Circle)

Illinois, University of
(Urbana-Champaign)

Indiana University Foundation

Institute of Jusicial
Administration, Inc.

Inter-American Bar Association

International Association for the
Exchange of Students for Technical
Experience United States, Inc.

International Baccalaureate,
North America, Inc.

International Black Arts Museum

International Council for Educational
Development

International Institute of Ibero-
American Literature

International Management and
Development Institute

International Student Service of
the National Board of Young Men's
Men's Christian Associations

International Theatre Institute
of the United States, Inc.

Iowa Foundation, University of

Iowa State University

Jackson State University

Japan Society, Inc.

John Hopkins University

Julliard School

Kansas, University of

Kansas University Endowment Association

Kentucky, University of

Kettering, Charles F. Foundation

King's College

Latin American Scholarship Program
of American Universities

Massachusetts, University of

Medgar Evers College Community
Council

Meridian House International

Miami University

Michagan State University

Midwest Universities Consortium
for International Activities, Inc.

Minnesota, University of

Montana, University of

Morehouse College

Museum of African Art

National Academy of Sciences

National Association for Foreign
Student Affairs

National Association of the Partners
of the Alliance, Inc.

National Committee on United
States-China Relations, Inc.

National Council for the Social
Studies

National Council of the Young Men's
Christian Association of the United
States of America

National Council on Philanthropy

National 4-H Council

National Governors' Conference

Nebraska, University of (Lincoln)

Norfolk State College

Omega Upsilon Tau Fraternity

Operation Crossroads Africa, Inc.

Operations and Policy Research, Inc.

Organization of American States

Overseas Education Fund of the
League of Women Voters

Phelps-Stokes Fund

Pittsburgh, University of

Public Broadcasting Service

Research Foundation of State
University of New York

Rutgers University

Saint Augustine's College

Salzburg Seminar in
American Studies

San Diego State University
Foundation

Social Science Research Council

Southern Consortium for
International Education, Inc.

Southern Illinois University
at Carbondale

Stanford Research Institute

Syracuse University

Technical Information Project

Texas, University of (Arlington)

Texas Southern University

Town Affiliation Association of
the United States, Inc.

Tufts University

U.S. Committee-International
Christian Youth Exchange

U.S. Lawn Tennis Association, Inc.

U.S. Youth Council

U.S. Zonal Committee-2nd World
Black and African Festival of Arts
and Culture, Inc.

Utah, University of

Virginia Polytechnic Institute

Washington, University of

Wisconsin-Madison, University of

Women in Development, Inc.

World Leisure and Recreation
Association, Inc.

Wyoming, University of

Yale University

Youth for Understanding, Inc.

Mr. Fascell. Mrs. Meyner.

Mrs. Meyner. I have just a couple of final questions, Ambassador Reinhardt. Has ICA had any indication over the years of approaches made by the U.S. Intelligence Community to U.S. exchangees going overseas or to foreign exchangees coming into the United States, and is there any legislation, to your knowledge, in force, to prevent the intelligence community from attempting to use these exchanges? Is this a significant problem?

Mr. Reinhardt. To the best of my knowledge, there is no such legislation, but we have firm assurances, from the intelligence community, from Admiral Turner on down, that these programs will not become a part of their operations.

Mrs. Meyner. This is recent assurance?

Mr. Reinhardt. Recent assurances. You may recall some of the testimony here on the Hill by intelligence officials, present and past, complaining that these programs were not available to them and arguing that there should be a full range of available people. So we are certain, from the conversations that we have had with our colleagues, that these programs are not used. We strongly believe that they should not be used, that they do not lend themselves to intelligence operations.

Mrs. Meyner. Thank you. How do your efforts relate to other Federal agencies involved in international education programs, specifically, the National Science Foundation, AID, the Arms Control, and Disarmament Agency, and the National Endowment for the Humanities?

Mr. Reinhardt. There is very close coordination with these organizations, especially the two Endowments and the National Science Foundation. The National Endowment for the Arts, for example, in carrying out its own domestic work, frequently will assemble exhibits [illegible]at will have great use for us overseas. An element of the ICA, the [illegible]ograming directorate of our agency, is in almost daily contact with [illegible]e organizations. I have met with the chairmen of the two endowments several times recently, and we have discussed better coordination between ourselves and them, and this will continue.

Mrs. Meyner. Just one final question, if I may, Mr. Chairman. Has any thought been given to using the Pearson program or something similar, to provide a constant exchange between ICA and the private sector to improve ICA's abilities to carry out its mandate and educate Americans about ICA's role in foreign policy, and do you think this is a good idea?

Mr. Reinhardt. I think it is a very good idea. We are full participants in the Pearson program. I don't know the exact number of officers who are participating this year, but it's the maximum number that we can possibly spare. These programs yield very good results. We have been in communication with mayors and Governors around the country, for example, who make pleas to us on a continuing basis that the people involved be allowed to stay for another year. So the Pearson program, the diplomats-in-residence program, and our own speakers programs around the country are all designed to alert Americans to the general activities of the organization.

Mrs. Meyner. Thank you.

Mr. Fascell. Now, Mr. Ambassador, the State Department study that accompanied the Foreign Relations Authorization Act for 1979, and we used the current international exchange program, it noted the slow growth of the involvement of nonacademics in our program, and it indicated two reasons—one, the level of remuneration under the Fulbright program is so small you can't really attract highly paid and accomplished professionals and second, it has been difficult to convince business and professional firms of the value of the possible benefits that might accrue from sending a member of their staff for an extended period overseas. Do you agree with those observations, and are you at work on this?

Mr. Reinhardt. Yes; there is no question that the stipends under which professors and research workers have traveled abroad in the past have been rather low. We met as recently as last Friday with a subcommittee of the Board of Foreign Scholarships and, among other things, discussed this problem. The solution to this problem lies with the board. It calls for no legislation. An amount of money is available, and we simply need a decision within the board, and within our own organization, that the stipends will be increased. The Board of Foreign Scholarships, as well as the binational commissions overseas, are understandably reluctant, because an increase in stipend means a decrease in the total number of participants in the programs. The tendency in the past has been to spread the wealth, as it were, in program after program. We do not insert ourselves as a governmental organization into this. We certainly make an effort to contribute to the thinking of the binational commissions and the thinking of the Board of Foreign Scholarships.

Mr. Fascell. But they are pretty independent?

Mr. Reinhardt. They are independent, and I think they should be.

Mr. Fascell. I do not agree with that. Maybe we ought to start up a special program for the nonacademics.

Mr. Reinhardt. Well, there are, in effect, special programs that include nonacademics, such as the American specialists program.

Mr. Fascell. That is one of those?

Mr. Reinhardt. That is one of those. A great number of nonacademics as well as academics participate in this program. I don't see the need for a special program. We have enough programs to satisfy most of these needs. We do need some internal decisions.

Mr. Fascell. So, basically, what it boils down to, at least at this point, is an internal decision based on the board, and also some additional funds to allow you a reasonable amount of expansion?

Mr. Reinhardt. That is true.

Mr. Fascell. That is basically what I gathered from your testimony so far.

Mr. Reinhardt. That is true, sir. As far as the Fulbright program is concerned, that is exactly what we would need—more money to begin with and then internal decisions to increase the stipend.

Mr. Fascell. What you are saying is within the programs that now exist, you have ample opportunity to broaden the scope of your operations. You don't need new legislation.

Mr. Reinhardt. We do not need new legislation, in my judgment.

Mr. Fascell. A suggestion came before our committee, and it doesn't make any difference where it came from—it would involve undergraduate students in these exchange programs. They are not now involved, are they?

Mr. REINHARDT. For the most part they are not involved in these Government programs by deliberate decision.

Mr. FASCELL. Is that left to private organizations?

Mr. REINHARDT. The fact is there are well over a quarter of a million foreign undergraduates in American institutions today. We see very little need to add to that number through our programs.

Mr. FASCELL. How about our undergraduates going abroad?

Mr. REINHARDT. Some of ours do go abroad, although most are graduate students who go abroad, again, as a matter of deliberate decision. The undergraduate generally comes for 4 years. This would require extended funding of that person's education. If the money were available, we might very well choose to bring more undergraduates than we now do. Given the money that is available, we think it is much better expended for graduate students.

Mr. FASCELL. As you know, an effort was made to put several million dollars in the budget to expand a program to include undergraduates in the United States going abroad.

Mr. REINHARDT. I don't want to be misunderstood. Undergraduates in the United States do go abroad, but the numbers are relatively small.

Mr. FASCELL. This was an effort to really expand that program substantially.

Mr. REINHARDT. A better case, in my judgment, can be made for that type of expansion than for the reverse. There are a good number of American students who could certainly profit.

Mr. FASCELL. The question, then, as I see it, is do you need any legislation to put that program into effect, that is sending American graduates abroad, or is it——

Mr. REINHARDT. It is more the latter than the former. I see no need for legislation to do it.

Mr. FASCELL. That is important because the pressure for that legislation is going to come back at us again when the next bill comes up.

Mr. REINHARDT. We don't need the legislation to do it now.

Mr. FASCELL. That is what I tried to tell the sponsor of that particular idea. I think there will be considerable pressure to get down to the undergraduate at the high school level.

Mr. REINHARDT. That is different from legislation, though. The pressure is different from legislation.

Mr. FASCELL. All right. We are going to submit some other questions to you, Mr. Ambassador, for the record, as soon as we can, and we would appreciate your responding to those questions, and also providing whatever material we have requested. We will keep the record open for that purpose. We want to thank you very much for making yourself available, and joining us in this important effort. At least, we will make a record of all of the work you are now undertaking, and I think that will be very useful. Thank you, Mr. Reinhardt.

Our next witness is our distinguished colleague from Colorado, who has been very interested in this subject for a long period of time. We are delighted to hear from him today.

STATEMENT OF HON. TIM WIRTH, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF COLORADO

Mr. WIRTH. Thank you very much, Mr. Chairman, and I thank you and your staff for being so patient. I have been over with the Speaker on the subject of the Steiger amendment and alternatives thereto, which is, perhaps, as complicated as the business you are dealing with today.

Mr. FASCELL. The Steiger amendment. Oh wonderful. Thank you.

Mr. WIRTH. Mr. Chairman, the purpose of my coming before you today is stimulated by a very good session that we all had, a number of us had with the President the other night, on the subject of foreign policy. We were talking about the obvious increased events around the globe that are dictating much of America's future. Coming out of that, it became very clear to me, that there was a target area that I would hope that this subcommittee and this committee would focus on as sharply as possible, and that is the investment that we make in the American university community in the field of international study. As Congressman Simon, I understand made clear in his earlier testimony this morning, we are dreadfully underfunding the area of international studies. This is a very small investment that we might make as a Federal Government, and I would hope that this subcommittee would look very hard and strong at the kind of investments that we are making, in the hope that further investment might increase our understanding around the globe. If I might, I would like to read, just briefly, from a letter that I sent to Mr. Carter following our meeting that night, which, it seems to me, hopefully, carefully illustrates the predicament that we are in, and the kind of investment we might make. To quote from my letter:

> As you know, I'm not much given to prophecy. But, as last night's session clearly indicated, it seems certain that the future of this country is going to be increasingly affected by the decisions and policies of foreign governments, firms, and individuals and by those of international agencies. Much of our recent history testifies to the scale and importance of this development and everything we know about the fundamental forces shaping our time demonstrates that the interrelatedness of the problems we face is steadily and rapidly increasing at the national, regional, and global levels. This process seems to build quite independently of any plans or volition on our part.
>
> If this is true, it seems obvious and urgent to me that we should be preparing in sensible and systematic fashion to deal as effectively as possible with this much broader range of international involvements. In large part, this reduces to an educational problem—especially, though far from exclusively, a higher education problem. The country needs greater numbers of people—businessmen, civil servants, and concerned citizens—with substantially more knowledge of foreign language and cultures who are able to live and operate efficiently in societies other than our own. At a more elementary level, we also need a higher level of popular understanding that our international relations are a stable and increasingly important part of the national environment and that they are also complex, difficult, and often frustrating.
>
> I doubt that we can either devise or conduct an effective long-term foreign policy in the absence of some such improvement in the quality of the education we provide the American people in international matters.
>
> Given these circumstances, I feel very strongly that the condition of international studies in the United States should be a matter of high concern to the Nation as a whole and to the Federal Government in particular. Considering the role and responsibility of the Federal Government in the preparation and conduct of our foreign policy and its similar involvements in the entire range of our economic, strategic, social and cultural relations abroad, I cannot imagine a

sphere of domestic activity that is more clearly or urgently vested with overriding Federal interest.

I find it the more distressing, therefore, that the Government and the Department of Health, Education, and Welfare, in particular, have done so little in this respect—at a time when, as a result of rising costs and declining support, the field of international studies in American universities has been faced with a crisis of unprecedented dimensions. Training programs in this field—especially advanced and specialized programs—have been experiencing the adverse effects of sharply diminished support on their own campuses due to the recent financial problems of practically all American universities and of the large-scale withdrawal of the major foundations from the support of domestic programs of international studies. In particular, Federal support of title VI of the National Defense Education Act (the principal, and almost the only, Federal source of programmatic support for international studies) while averaging, as Mr. Simon pointed out earlier, about $16 million a year in the late 1960's, amounted to only $8 million in 1971 and $13.3 million in 1976.

Against this background, it seems to me that this is a splendid opportunity—

And this was addressed to the President—

for you and your colleagues in the Administration to do something that brings enduring, fundamental and demonstrable benefits to the country, at a very modest cost. I would hope that we, in the Congress, would be ready, at any time, to discuss it in greater detail, and to assist in any way that we might.

This followed, Mr. Chairman, on the President's request for input from us, following that session. It seems to me, this is a very modest area for us to get involved with but as I point out, one of overriding importance to the future of this country and one in which the Federal Government has a very, very significant responsibility. It has been marvelously unattended, and I think that this subcommittee and your good direction will certainly help to move us in a stronger direction.

I thank you very much for allowing me to appear before you today.

Mr. FASCELL. You are quite welcome, Mr. Wirth.

Mr. Ryan.

Mr. RYAN. I would like to ask you the same question, going along in the same direction that I asked Ambassador Reinhardt a little earlier.

I think that everything you say is true, Tim, but where do you start? When high school teachers of geography can't tell you anything about the African Continent: Where the countries are, what the capitals are, what the problems are. Where do you go when the referral writers in the congressional district, which would be a good place to start, because it is sort of the capital where all of these things begin, haven't even been out of the State, let alone out of the country.

We are, and have been, since 1609, whatever it is you want to pick, an isolated and insular Nation, telling people where to go and what to do. I got a letter this morning from a lady who said she thought the policies of the Soviet Union were rotten, and what was I doing about it?

Mr. WIRTH. That is a good question, what are you doing?

Mr. BUCHANAN. I wish you would do something.

Mr. RYAN. See what I mean? This is a little facetious here, but the fact is, in Colorado, where you are from, or in California where I am from, or in Florida, or in Alabama, if you talk to people who are at the tap root level, they don't care because they don't know it is important any more.

They don't know that we have gone from a nation that has been an export nation to one which is now desperately in need of imports, as well as greater exports. One job in five, now, depends on overseas sales. Where do we get some kind of connection between the two so people at the local level have some kind of viewpoint, such as the average European does, who knows that Germany is a very short distance from Belgium or from France or from Poland or from Russia and takes that into account in their daily life? It is not any kind of significant fact for them to know something about the culture of the French or the Italians. They are simply interrelated.

For us to talk about that in this country at the school level is impossible, let alone at the business level, the local business level, or the college level. You can't talk to the average college teacher about what is going on in Africa or Europe or the Soviet Union, or Asia. They don't know.

Mr. Wirth. If I might respond in two ways. One, I have a town meeting at least every 2 weeks, and I am always surprised at how much interest there is in what goes on in international affairs, and I must say, I came to the Congress with the feeling that there was not that kind of interest across the country. Maybe it is the kind of people that come to town meetings who are people who are more interested, and better informed, I don't know. I am really surprised at how much interest and that nearly 50 percent of our meetings end up focusing on foreign policy or arms policy. I think there is probably a broader base of interest and support than might be assumed.

Two, and maybe more germane to the business of this subcommittee and the Congress, relates to the universities and the education process. I think we have, as a country, made a very significant investment, particularly in the early and mid-1960's, with the major impact of foundations and the great growth of universities in broad training programs in the development of a great deal of expertise in the field of international studies. We are now letting that kind of expertise whither on the vine, when in fact that could make a very significant contribution—from the retraining of high school teachers to the development of better individuals going out into the communities to business people increasingly going abroad, understanding foreign cultures, and the kinds of experiences they were getting into. We have that kind of investment—it is there, it is in place all over the country in any number of first rate regional centers, and we ought to take advantage of that, to use that to overcome the very problems that you are talking about. The point that I would like to make this morning, is that a small Federal investment, you know, given what we do otherwise, a very small investment, can have a huge impact and a very, very large return for the country, both in terms of our attitudes of 210 million Americans, and in terms of the expertise of the people going overseas on behalf of the United States.

Mr. Fascell. On that note, let me let a member of the Education and Labor Committee have a say.

Mr. Buchanan. Thank you very much, Mr. Chairman. I am, as one member, quite sympathetic to what you have said, and I will say to our colleagues, I appreciate your testimony.

Mr. Fascell. Well, you have got two votes, Paul Simon and John Buchanan. Put some additional money in NDEA title VI.

Mr. Buchanan. If I survive the wars. There is some strange spirit of criticism toward my representation here, working to replace me, but if that doesn't happen, next year, we are going to be looking at these programs and go before the subcommittee where I am ranking, and I assure you, you will have at least one very sympathetic member, and Paul Simon is the second.

Mr. Wirth. Well, assuming that I survive the marginal wars as well, Mr. Buchanan, I will look forward to working with you in the next Congress to do exactly that.

Mr. Fascell. Another thing you probably already know, is that the Simon Commission will be going into that whole area. We can all work with the administration and that 6-month Commission, to be sure they get proper input. This subcommittee is trying to provide a forum and focus for international education issues, both domestic and international, so we will do our best to work with you.

Mr. Wirth. That is very productive. I thank you, and I know that there are a lot of resources out around the country that would like to come together to help to support this. I am sure that that could be very useful.

Mr. Fascell. Before you leave, I wanted to read you a statistic that surprised me, which was in Ambassador Reinhardt's testimony this morning, and that is that we have 159 international educational exchanges currently administered by 31 Federal agencies authorized by 42 separate laws, and we can't get enough money for NDEA, title VI.

Mr. Ryan. Mr. Chairman, may I suggest, after the humility expressed this morning, especially, I also include myself in that humble group, if I return, I would like to see that some consideration is given to the element in that legislation that has to do with bringing other countries citizens, with some degree of expertise, to this country, to the local level, not to the great universities and graduate students, but to the local level.

Mr. Fascell. Well, we are getting there, Mr. Ryan. It is not all bad, as my staff pointed out to me here—one observer in 1976 pointed out, "Where else but in the United States, can you watch a Bicentennial minute, sponsored by a Dutch oil company, on a Japanese TV set?"

Mr. Wirth. Thank you, Mr. Chairman.

Mr. Fascell. Thank you, Mr. Wirth.

The committee is adjourned, subject to the call of the Chair.

[Whereupon, at 12:10 p.m., the subcommittee adjourned, subject to the call of the Chair.]

THE FUTURE OF INTERNATIONAL EDUCATION

TUESDAY, JULY 25, 1978

House of Representatives,
Committee on International Relations,
Subcommittee on International Operations,
Washington, D.C.

The subcommittee met at 10:07 a.m. in room 2255, Rayburn House Office Building, Hon. Dante B. Fascell (chairman of the subcommittee) presiding.

Mr. **Fascell.** We meet today to continue our oversight hearings on "The Future of International Education."

Our witnesses today are Comptroller General Elmer B. Staats of the General Accounting Office; Dr. Stephen C. Joseph, Acting Assistant Administrator, Agency for International Development; Dr. F. James Rutherford, Assistant Director for Science Education, National Science Foundation; Dr. Maurice Harari, Director of International Programs and Assistant Executive Director of the American Association of State Colleges and Universities; and Hon. John Richardson, former Assistant Secretary of State for Educational and Cultural Affairs.

The General Accounting Office has undertaken a number of studies on various aspects of international education programs.

The most recent of these just off the press is "Coordination of International Exchange and Training Programs—Opportunities and Limitations." Since this study was made available only yesterday, Mr. Staats will summarize GAO's findings for us.

Mr. Staats is accompanied by Mr. John Redell, Assistant Director, International Division, GAO, and Dr. Allan Hovey, International Relations Specialist.

Mr. Staats, I am delighted once again to welcome you and the people who are accompanying you to our subcommittee. We are always privileged to have you here. We are delighted that you have finished the report, and that you are making its contents known to us today.

STATEMENT OF HON. ELMER B. STAATS, COMPTROLLER GENERAL OF THE UNITED STATES

Mr. **Staats.** Thank you very much, Mr. Chairman. What we will be discussing today will be, essentially, the substance of the report to which you referred plus the status of our other ongoing and future work.

Mr. **Fascell.** Do you want to summarize that, or do you just want to go ahead with your statement?

Mr. STAATS. I debated whether I would summarize it, or use the full statement. I am afraid I am going to lose quite a bit if I summarize.

Mr. FASCELL. Why don't you go ahead with the full statement.

Mr. STAATS. If you will bear with me.

Mr. FASCELL. Certainly.

Mr. STAATS. Mr. Chairman and members of the subcommittee, a little over 1 year ago, when I testified at your hearings on "Public Diplomacy and the Future," the subject of most immediate concern to us, and I believe to you, was reorganization. As you then remarked, there have been since 1951, at least 32 reorganization studies, and the time had come "for the Congress and the administration to stop talking about public diplomacy reform and to agree on specific steps." It is gratifying today to note that the basic decisions concerning reorganization have been taken, and that they were the right ones. At any rate, they were very much in line with the arrangements recommended at that time both by GAO and by your committee.

The administration's Reorganization Plan No. 2, which went into effect last April 1, will, we believe, make possible a better integrated and more effective Government role in international information, educational, and cultural affairs. The new arrangements, thus, should considerably advance the twin purposes of our public diplomacy—to see that American values, institutions, purposes, and policies are correctly understood by the rest of the world, and to make sure that American policies take into account the legitimate concerns of others.

Now, since our appearance here last year, we have published two further reports in this field, and are about to issue another. Those reports deal respectively with the East-West Center, interagency coordination of U.S. exchange and training programs, and Government support of language and area studies. We propose to confine our testimony today to the last two reports and to our plans for further work in public diplomacy.

As to our future plans, we have recently initiated two additional reviews. One will examine the administration and impact of U.S. exchange programs, with emphasis on the selection and reception of, assistance to, and followup with foreign and American exchangees. We shall be exploring these matters with foreign student advisers at American institutions and with U.S. officials and binational commissions in at least 12 selected countries.

The other review now getting under way is a comparative analysis of the public diplomacy programs of the United States and several foreign countries. We plan to include countries which conduct programs in public diplomacy that are comparable in size and sophistication to our own, including Britain, Canada, France, Germany, and Japan. We expect that our review will identify the principal differences and the reasons for them. We believe this review will also enable us to spot trends in the magnitude and directions of the various national efforts, and to draw some conclusions as to whether or how foreign concepts and methods in public diplomacy might be constructively adapted to the improvement of U.S. programs.

And finally, we hope to define, through this review, possibilities for meaningful coordination and cooperation in this field among the democratic industrial nations.

Beyond the published reports and current reviews just mentioned, we have tentative plans to examine the cultural component of Department of Defense and AID training programs for foreigners, and to evaluate the reception of and assistance to foreign tourists. Our report on Government support to language and area studies in this country should be out next month.

Following the launching of Russia's sputnik in 1957, the Congress passed the National Defense Education Act of 1958 to meet the then educational emergency by providing Federal financial assistance to local education "in order to insure trained manpower of sufficient quality and quantity to meet the national defense needs of the United States." Science, mathematics, modern foreign languages, and other critical subjects were to be supported.

Title VI of the act authorized grants to institutions of higher education for the teaching of any needed modern foreign language if adequate instruction in the language was not then readily available in the United States. Title VI also authorized grants in support of instruction in other fields needed for full understanding of the geographical areas in which the needed modern foreign language was used. Finally, title VI also authorized research to promote improved instruction.

The Office of Education, within the HEW, administers title VI, and has done so since its beginning. Fiscal year 1978 appropriations amounted to $15 million. From inception through 1978, about $228 million has been provided for title VI. Essentially, title VI funds are used in support of teaching those foreign languages and area studies not commonly taught in the United States.

The Office of Education also administers section 102(b)(6) of the Mutual Educational and Cultural Exchange Act of 1961 known as the Fulbright-Hays Act, which authorizes the President to provide for "promoting modern foreign language training and area studies in United States schools" by supporting visits to the United States by teachers from other countries. Fiscal year 1978 appropriations amounted to $3 million.

We reviewed the title VI and related Fulbright-Hays programs administered by the Office of Education as a part of our larger effort to review the programs of public diplomacy. In addition to a review of records and discussions at the Office of Education, we visited 17 universities and colleges with a total of 27 of the 80 centers receiving financial support from title VI. Most of those affected by these programs with whom we talked believed the Federal administrative efforts to be fair and effective. Lines of communication between the Office of Education and those applying for grants were open. The Office of Education is responsive to the community it serves.

While overall language enrollments in the United States have decreased since 1968, enrollments in the less commonly taught languages, those supported by title VI, have increased. Enrollments in the five most commonly taught languages, French, German, Italian, Russian, and Spanish, in institutions of higher education have fallen from a high of 1,040,284 in 1968 to 819,294 in 1977. During the same period, enrollments in the less commonly taught languages have doubled from 31,517 to 63,928. I will attach to this statement a schedule which shows the trends to which I have referred.

A significant problem for the programing officials in the Office of Education is determining the national need for and priorities among the many language and area studies in the United States. This is an intractable problem because a way has yet to be devised where benefits would outweigh costs for developing a system to keep up with changes to the pool of those with a foreign language and area competence in the United States. Correspondingly, there is no method known to us to permit a determination as to how many Americans are needed with language and area competence by language and discipline.

Since the beginning of the title VI program, the Office of Education has sought to determine priorities among languages and area studies in the context of the national need.

During the first 2 to 3 years of the program, languages to be supported were identified. During that time and thereafter up until about 1972, attention was focused on developing and managing the program. The national needs were believed to be generally known. And, too, it was believed that the needs were so great that the Federal support of any language and area study outside those few Western countries whose languages were commonly taught would contribute to satisfying the national need.

In 1972, data from the Office of Education initiated study then in progress became available to provide a basis for awarding grants in 1972 and following years. The study, begun in 1969, was published by the American Academy of Political and Social Science in October 1973, under the title "Language and Area Studies Review." It was prepared under the direction of Dr. Richard D. Lambert, University of Pennsylvania, under the auspices of the Social Science Research Council with funding provided by the Office of Education, the National Endowment for the Humanities, and the W. Clement and Jessie V. Stone Foundation. The study presented the results of a review and evaluation of American college and university programs for Latin American, East European, Middle Eastern, African, and Asian studies. It also presented information on the number of Americans with language and area competence.

The Office of Education presently programs its funds on the basis of the data in the Lambert study, the number of graduates from institutions receiving center grants, the title VI foreign language fellowships, and such other information as it may acquire.

There are limitations on what Federal program managers can do to influence the programs supported by title VI funds. Title I of the original National Defense Education Act of 1958 contained the provision that:

> Nothing contained in this act shall be construed to authorize any department, agency, officer, or employee of the United States to exercise any direction, supervision, or control over the curriculum, program of instruction, administration, or personnel of any educational institution or school system.

While that provision is no longer found in the authorizing legislation, the following language is:

> The Congress reaffirms the principle and declares that the States and local communities have and must retain control over and primary responsibility for public education. The national interest requires, however, that the Federal Government give assistance to education for programs which are important to our defense.

Thus, by design, Federal officials managing the title VI programs have no responsibility for managing the education programs supported by title VI funds, although they are able to influence them in certain ways. In addition, title VI financial support to centers amounts to about 11 percent of the total costs of centers. And center costs are only a small part of the total costs of a university. Thus, even if the legislation did not prohibit Federal intrusion, the amount of Federal funding involved for any one center is too small to permit any meaningful intrusion.

It is difficult to comment on the appropriate level of Federal funding for title VI. Those with whom we spoke who received title VI grants identified many benefits of the program. We were told that prestige stemming from title VI center status attracts funding from other sources which means that the financial value of the grant is larger than the amount of the grant alone would suggest. Other benefits include: Library acquisitions that would not otherwise be made; otherwise uneconomical instruction in "limited demand" foreign languages to small numbers of students; outreach programs designed to provide services to those beyond the institutions of which the centers are a part; and fellowships.

Many arguments can be advanced for and against continued title VI funding. The educational emergency to which this program was addressed 20 years ago, that is, the concerns felt in the wake of sputnik, are less apparent today than they were then. On the other hand, the knowledge Americans gain from these programs today can be viewed as contributing to the national needs relating to such matters as interdependence, trade relations, and our leadership in a world community of nations.

For the fiscal year 1973, the executive requested only $1 million for title VI which had been funded at almost $14 million for fiscal year 1972. The Congress provided $12.5 million for fiscal year 1973. For fiscal year 1974, the executive did not request any funds for title VI, but the Congress provided $11.3 million. It is clear that the Congress has provided strong support for the title VI program.

During the last several years, the Congress has provided a stable level of Federal funding with increases to offset the effects of inflation. No convincing case has been made known to us for increasing or decreasing the funding level for this program as provided by the Congress.

The other current GAO report in public diplomacy entitled "Coordination of International Exchange and Training Programs—Opportunities and Limitations" was published yesterday. That review had its origins, in part, in a symposium of practitioners and students of public diplomacy convened by GAO a year and a half ago. And John Richardson, who is going to be one of your witnesses, was a member of the symposium. A number of plausible observations were made at that time about the need for more effective data sharing and coordination among the numerous Federal agencies—and perhaps private groups as well—that conduct international exchange and training programs.

President Carter's Reorganization Plan No. 2, which was submitted to the Congress in October 1977, and took effect 6 months later, gave additional point and timeliness to our review. Under that plan, as you know, the new International Communication Agency absorbed the functions of the U.S. Information Agency and the State Department's Bureau of Educational and Cultural Affairs, and was given the mandate to "coordinate the international information, educational, cultural, and exchange programs conducted by the U.S. Government * * *."

Our report identifies a number of unrealized opportunities to improve U.S. exchange and training programs through closer interagency coordination, and makes several recommendations as to how ICA might fulfill its coordination mandate. Specifically, we recommended that the Director of ICA:

First, evaluate the possibility of expanding the data base of the exchange visitor information system, known as EVIS, which ICA inherited from State's Bureau of Educational and Cultural Affairs, to include at least all unsponsored foreign students in the United States and, possibly, other categories of visitors as well. This expanded data system, whose potential uses and users were never established by State, could facilitate more effective followup of former exchangees, make possible a more comprehensive and versatile census of exchange activity than is now available, and provide an additional tool for evaluating and coordinating U.S. efforts in this field.

Second, arrange with the State Department to issue instructions to overseas missions that would reemphasize and clarify requirements for interagency data sharing and coordination.

Third, determine with the Chairman of the new Advisory Commission on International Communication, Cultural, and Educational Affairs which, ICA or the Commission, should sponsor a series of annual or occasional conferences designed to permit Government agencies engaged in exchange and training to share experiences, to air common problems, and develop possible joint planning and programing.

Fourth, resume, with certain improvements, publication of the periodic "Directory of Contacts for International Educational, Cultural and Scientific Exchange Programs" heretofore published by the State Department. GAO also recommended that the Advisory Commission continue publication of Exchange magazine but adapt it to the expanded responsibilities of the Commission and ICA.

Fifth, arrange to obtain periodic rosters of foreign exchanges from the Defense Department, Agency for International Development, and the Department of Health, Education, and Welfare, and instruct overseas missions to use them in appropriate followup activities.

We have attempted in our recommendations to reflect a view of the potential for coordination in this field that is pragmatic rather than dogmatic, and to build on the successes, while profiting from the errors, of past coordination efforts.

A review of the past 30 years' experience makes clear an important and often overlooked fact. Coordination and data sharing in this field cannot properly be characterized in the abstract as either good or bad. Some coordination efforts can be productive and significant, but others can be futile and even detrimental. For example, over the past 30 years, a series of data-sharing and coordination efforts produced a succession of interagency mechanisms in Washington that generated a plenitude of reports but little in the way of coordination. One might conclude from that observation that the need for coordination was either ineffectually addressed or mistakenly perceived. Primarily, it appears to have been the latter.

Possibilities for meaningful coordination in this field are circumscribed by the nature of the programs. Most of them have specialized objectives—that is, to impart the knowledge and skills needed for economic development or military self-reliance, to share artistic or cultural achievements, to expand areas of scientific and humanistic knowledge. The criteria to be applied and the judgments to be made in conducting such programs must flow essentially from their established purposes. The intrusion of extraneous interagency criteria could undermine the integrity and credibility of such programs.

What seems needed to perfect meaningful data sharing and coordination in the field of exchange and training is more modest and more manageable than some of the efforts and proposals of recent years. What seems needed is, not a new layer of bureaucracy, but a series of specific arrangements to identify real interagency problems as they emerge, and a predisposition on the part of the agencies concerned to deal with them case by case. The measures we are recommending to ICA should facilitate that process. Thus, in this field, as in others, an examination of past experience leads one to a more sophisticated and more useful perception of reality. So far as interagency coordination of exchange and training is concerned, the national interest in greater efficiency and effectiveness will best be served if the agencies concerned take due account not only of the apparent opportunities, but also of the inherent limitations.

On this basis, we have made a number of recommendations to the Director of ICA that I understand the agency is actively pursuing. By taking steps to expand and utilize the exchange visitor information system, to restate the coordination responsibilities of the country teams, and to arrange for the periodic sharing of program information among the public and private agencies involved, the International Communication Agency can, we believe, begin to implement to good effect its mandate as coordinator of the U.S. exchange and training activities.

This concludes our statement. We would be delighted to respond to any questions that you have, Mr. Chairman.

Thank you, Mr. Chairman.

Mr. FASCELL. Thank you very much, Mr. Staats. I am pleased to learn of the future plans for examination by GAO in the area, and look forward to receiving all of those reports.

It seems to me that you touched some very basic problems with respect to international education, and the Federal effort that ought to be made.

It is clear from the seesawing back and forth that has occurred between the executive and Congress that it is not a very clear role in anybody's mind as to just exactly what we should do, and why we are even doing it, I guess. I gather than from your observations.

I suppose that somewhere between the extremes, that is, proficiency in every known language for the ability to communicate and the application of specific language study for a national purpose, there has got to be some kind of happy meeting ground somewhere. I gather that is where you are in saying that you cannot make a case one way or the other.

Mr. STAATS. Well, with respect to title VI programs, we believe that they do play a very important role, and these numbers which are attached to our statement, I think, tell a fairly interesting story.

If you look at the right-hand column, the number of enrollments in the less commonly taught languages, which are the ones essentially supported, I believe, by title VI, have gone from 12,099 in 1960 up to 63,928 in 1977.

Mr. FASCELL. The thing that I need to ask is why the U.S. Government can't intrude. If you read the language and nobody wants to establish the curriculum the way you do, that is, you do not give them money. Then you establish the curriculum. If you want to go for the less commonly taught languages, why would you fund the source?

Mr. STAATS. This comes down to a question of judgment of what we need.

Mr. FASCELL. What we need. Exactly. What if the students would rather take Spanish, German, or French, rather than some less common language?

Mr. STAATS. They have to do it without title VI money.

Mr. FASCELL. Yes; right. Well, how can we identify our national needs? Somebody raised that question in our previous hearing, which is that once you train all people to be proficient, what do you do with them? If they speak the language, but they cannot earn a living, what good is it?

Mr. STAATS. Well, I think there has to be a consensus of the market in the sense of the universities, that they have to have an input here. But also, it seems to me that the Embassies have to have some input.

We are interested, obviously, in trade today with Eastern European countries, an interest we did not have a short time ago. That makes a difference. I think the Embassies have to play a part. I think the State Department has to play a part.

Mr. FASCELL. I can see that. I can agree with that up to a point, but if private business is under no pressure to hire the foreign language experts because they do not need them, then why would anybody want to study except for the sake of learning the language?

Mr. STAATS. Certainly, the student has to at least have some idea that there is going to be a market for his skills.

Mr. FASCELL. Yes.

Mr. STAATS. But in many cases, you have to recognize that that may be a tool that he will use in a profession which is really geared to a different objective. That may be incidental, like accounting, as a tool, or for a person who is in business management, so that it would not, necessarily, have to mean that he is going to use that as a part of his day-to-day livelihood.

Mr. FASCELL. If we want to increase our national asset, or our national capability in languages, one could make it an easy case to just mandate language studies along with any other kind of study as a prerequisite. But where would you get away with it?

Mr. STAATS. Perhaps one of my colleagues would like to respond.

STATEMENT OF JOHN REDELL, ASSISTANT DIRECTOR, INTERNATIONAL DIVISION, GENERAL ACCOUNTING OFFICE

Mr. Redell. It seems to me that Mr. Staats has, indeed, touched on a number of things which make the question of national needs a major problem and, as you know, Mr. Chairman, the President has appointed a Commission on Foreign Languages and International Studies.

Mr. Fascell. Did he finally appoint the members?

Mr. Redell. We do not know yet. He has promised to do so, but one of the objectives of that Commission will be to assess the need in the United States for foreign language and international studies and the job market for individuals with these skills.

Mr. Fascell. Well, Paul Simon came up—within the Helsinki Commission—and took a look at that.

We told the President that we felt the same way as you—that as a result of the study, we have all this discussion about the need for language capability. It keeps coming back to the people in the State Department. We had an instinctive feeling that it was "beneficial," but as of today, I think most of us would have to come to the same conclusion that your study arrived at, that you really cannot say whether we ought to have more money or less money for title VI. It is good in the sense that it cannot be bad if you are helping to educate people in other languages.

Mr. Staats. We would be inclined to defend the actions of the Congress in the sense that there are many programs where you cannot measure quantitatively where you do it on a level basis, and it seems to me you have to make that kind of a judgment as to what you need to sustain a level which, overall, will be in the national interest.

Mr. Fascell. All right. That triggered something in one of your statements—I am trying to find it right now—where you say that you are going to measure the impact of the program. Now, where was that.

"We will examine the administration and impact of the U.S. exchange programs." Well, good luck! I say that seriously. Not only in this committee, but in previous committees—I am not being derogatory or smart about it—we have tried to paint a picture, as you know, because you have testified in those hearings, of what the impact is, and I am sure that you will not get a quantitative measurement.

Mr. Staats. We do not expect that. In the symposium that we conducted, I would gather that this was the No. 1 priority, that we recognized that needed to be done. We had a number of different ideas advanced as to how you could do it.

There have been others who have made more or less sporadic efforts to make evaluations. Harlan Cleveland, for example, did a study way back in 1950 with respect to Americans overseas, and there are others who have tried it. But we are going to try our hand with the help of the committee.

Mr. Fascell. Well, good.

Mr. Staats. We will accept your good luck wishes.

Mr. Fascell. I am serious about that and, you know, it would be very useful, first, to simply recast everything that has been done, and then perhaps get a new slant.

Mr. **Staats.** If you gentlemen would like to comment a little bit further in the light of how we are going to go about it.

Mr. **Fascell.** Right. We would like to hear about that.

Mr. **Redell.** It may be interesting to look at the impact of the international visitors under the Fulbright program, on the one hand, as compared with the student exchangees on the other. Then there are teacher exchangees. It is in the various categories that we will be focusing in an effort to assess impact.

Mr. **Fascell.** I agree. It is the criteria of measurement that we are going to argue about to start with.

Mr. **Redell.** We are not going to disagree on anything, Mr. Fascell. [Laughter.]

Mr. **Fascell.** That is a serious question, you know, concerning what the criteria will be. I am not sure. I do not use the one often cited which points to an individual who is a leader in his country today, and he was not 20 years ago. I do not think that that is valid criteria. It is interesting, but not valid.

Mr. **Staats.** But perhaps through the perception of the individuals who have been through the program themselves, irrespective of what happens to them, they might have become a leader anyway, as you suggest, but through their own perception.

Mr. **Fascell.** That may be an extraneous question.

Please, Mr. Hovey, I did not mean to cut you off.

STATEMENT OF ALLAN HOVEY, INTERNATIONAL RELATIONS SPECIALIST, GENERAL ACCOUNTING OFFICE

Mr. **Hovey.** I was just getting back to the question of foreign language study. I am looking at the current issue of the Wilson Quarterly which summarizes an article called "English Dethroned" by S. Frederick Starr.

He points out that English is today the world's leading second language, promoted by school systems in many countries.

> Beyond its strength as the native language (of 350 million people) English is an official language in numerous countries where it is not commonly spoken by the population at large. * * * In the non-English speaking world—excluding China—71 million of the estimated 93 million secondary-school students are studying English. * * *. It is the premier language for research in the sciences, social sciences and the humanities.

But Starr goes on to say that:

> This dominance is unlikely to endure. Not only is the birthrate of native English-speaking peoples declining, but former colonies are abandoning English as an official language because it tends to perpetuate the notion of educated, cosmopolitan elites and impedes vertical integration of economic classes. * * *

Mr. **Fascell.** That is a pessimistic conclusion.

Mr. **Hovey.** It suggests that the study of foreign languages by Americans may, therefore, become more important.

Mr. **Fascell.** Yes. That is a very good point.

Mr. **Staats.** On the matter of evaluation, if I could just pursue that one step further——

Mr. **Fascell.** Right.

Mr. **Staats.** One of the ideas here would be, surely, that the ambassadors in the countries are aware of all of the programs which are being carried on, and who has been through those programs, and those who have gone back to the country. There is no systematic way today that we have to get the embassies thinking about followup with the military exchangees and the other kinds of exchangees.

Mr. **Fascell.** Right.

Mr. **Staats.** We believe there should be ways in which the embassies can relate to us what happens with respect to the people, maybe not on a questionnaire basis, but there are many ways by which that can be done, to find ways to keep in touch with them so that their interest in having been here, what they have learned and so forth, can be ascertained. It will have to be, to some degree, judgmental, but we hope, from this, that we would get some clues as to which ways these programs can be improved upon.

Mr. **Fascell.** I think it would be extremely useful. As you know, we track the other programs in the committee hearings. Our military runs the largest in the world.

Frankly, I do not know whether our ambassadors know who is coming, or who is going. We went into the field where we found some ambassadors who had no idea who had been through the program, and couldn't care less. We found other ambassadors who were very conscientious, and who had a 3-by-5 file, and knew everybody who went through the program for as long as the program existed. They were very serious in contacting those people at intervals, if it was not any more than to invite them to the Fourth of July party at the Embassy. But usually, the ones who were active did followup. They had specific programs in mind where they brought people together in kind of a friendly seminar similar to a graduating class getting together. And then some of them had even more formal seminars where they just exchanged ideas, and let the people know that the program was still in existence.

We did run into some sensitivity about followup which, I am sure, your team will likewise identify. We would be happy to see a real update on that. I thoroughly commend the study. It is absolutely essential to follow up. There is an obvious gap in coordination. There is an obvious gap that exists which leads me to the next question.

Mr. **Hovey.** On that point, Mr. Chairman, there was a series of meetings sponsored by the U.S. Advisory Commission on International Educational and Cultural Affairs involving several agencies, including the Defense Department, and one of the things that came out of that, which pleased a number of us, was a statement by General Fish that, indeed, the Defense Department could and should supply rosters of its trainees to ICA. The ICA people there felt that that was something of a breakthrough which could improve possibilities for followup.

Mr. **Fascell.** It is a major breakthrough. Mr. Reinhardt, when he was here, testified and said that he is chairing an Inter-Agency Committee for Coordination. I am trying to reconcile that with your suggestion that you made in your testimony with respect to the chairman of the advisory committee calling a group together to see what could be done.

I am not quite sure what the difference is. Do you want to tackle that for me?

Mr. HOVEY. There is no interagency committee as yet. I believe Mr. Reinhardt, in his testimony, said that they were considering that possibility, among others, as a part of the means by which they would carry out their mandate as the coordinator of these programs.

Mr. FASCELL. You and I have a different interpretation of the testimony so we will have to get to Mr. Reinhardt to clarify that because the testimony will, obviously, speak for itself as far as the record is concerned, but I had the distinct impression that Mr. Reinhardt said that he was chairing, and I want to be sure that somebody was. I really think that ICA ought to be the Chair. If GAO has any doubt about it, I think we need to get that clarified immediately.

Mr. HOVEY. I think that what they are looking into actively, among other things at this point, is the possibility of having a series of interagency conferences on perhaps an annual basis. That was one of our suggestions.

We left it open as to whether such a series of conferences might best be sponsored by the Advisory Commission, or by ICA. I believe they are thinking nowadays that it might be jointly sponsored.

Mr. FASCELL. Educational seminars for the purpose of exchanging ideas are all very nice. Frankly, I do not care who runs those. I am talking about the day-to-day operations. Maybe there are none, but we do not need an interagency committee for that.

I thought that the purpose of the interagency committee was to coordinate the efforts with respect to the national purpose where you had divided responsibility.

Mr. STAATS. There is the Federal Interagency Committee on Education which is chaired overall by HEW, but it has no subcommittee on international education as I understand it.

Mr. FASCELL. OK. I will have to get that straight in my own mind, exactly how it is set up.

Mrs. Meyner.

Mrs. MEYNER. Thank you, Mr. Chairman. I apologize to you and Mr. Staats for being late. I looked through the testimony. You certainly should be commended for it.

I do not know whether this has been asked, but would it, Mr. Staats, make sense, from the standpoint of coordination, to shift the responsibility for NDEA title VI programs from HEW to ICA?

Mr. STAATS. Well, we realize that this has been a matter of considerable discussion for a long time, and there are arguments advanced on both sides of that one. I am not sure that it is a burning issue.

Mrs. MEYNER. No?

Mr. STAATS. As long as what the chairman is emphasizing, that ICA maintain a strong leadership position in this field, and I think the charter that they have clearly gives them that responsibility. I am not sure which of these two overall considerations should prevail. The argument for keeping it at HEW is, obviously, that it is part of the educational program. They have this relationship to education.

We are talking about what should be the program balance between government-supported and nongovernment-supported language and area training programs. You can make that kind of general argument, and say leave it where it is. But if you want to say that the primary function of title VI is an educational exchange objective, then you can argue the other way around. But I do not think we perceive this as a burning question as long as you have got an adequate system for coordination between the two agencies.

Mr. **Redell.** That is right.

Mr. **Fascell.** Mr. Buchanan.

Mr. **Buchanan.** Thank you.

Mrs. **Meyner.** I have another question.

No, no, no. I was just kidding.

Mr. **Buchanan.** I will yield to the lady.

Mrs. **Meyner.** No.

Mr. **Buchanan.** I would be glad to yield to you. [Laughter.]

Mrs. **Meyner.** Thank you. We have a great chairman. He just zips things right along.

Mr. **Fascell.** I was doing two things at once, Helen. I was wielding the gravel for Mr. Buchanan, and admiring your new hairdo.

Mrs. **Meyner.** That is old fashioned, Mr. Chairman. Thank you, though.

Mr. Buchanan, please continue. I have really completed my questions.

Mr. **Buchanan.** Since I, too, was unavoidably detained, I apologize. You had finished the process. I, too, think you have done good work in this area. Your previous good work did bear fruit. I share your good feelings about the nature of the reorganization plan. We got pretty close to what we recommended and what you recommended.

Mr. **Staats.** In the context of our discussion this morning, it does place very clearly on the head of the ICA the responsibility for leadership and for coordination, for keeping the Congress advised of what the priorities should be, as in the title VI discussion, for example.

It could be very valuable advice to the Congress in this area and, certainly, it ought not to be—back to Mrs. Meyner's question—purely a judgment to be rendered by HEW. It ought to be a judgment rendered by ICA as well. I think Congress is entitled to both.

Mr. **Fascell.** Mrs. Meyner.

Mrs. **Meyner.** No further questions, Mr. Chairman, Thank you.

Mr. **Fascell.** There has been a suggestion floating around for some time that our exchange programs should be expanded to include people at the secondary educational level. I do not know whether, in the hundred-and-some-odd programs we now have, that exist somewhere, this is a new concept, but I would hope——

Have you found that thing now?

Ms. **Schlundt.** Yes.

Mr. **Fascell.** OK. Thanks. One hundred fifty-nine international educational exchanges administered by 31 Federal agencies and authorized by 42 separate pieces of legislation. That is something that GAO can really take a look at as far as I am concerned. That is the item that I had in mind, and if that is in one of those programs, if we do not have a secondary education government finance director, why, I would hope that somewhere in the studies that you gentlemen would take a look at that. I am afraid that the concept is around to stay because of the proponents of it. We have to face it sooner or later. We better take a look as to whether or not it is desirable or feasible.

Mr. **Staats.** We will be glad to do that.

Mr. **Fascell.** Thank you very much. We look forward to the continuing efforts of GAO in helping us through this problem, not only from the standpoint of coordination, but also for greater impact as to where we are going with the program. I feel very uncomfortable with title VI, just sitting on dead center, because we cannot figure what to do with it.

Mr. **Staats.** I think you can be comfortable in many of these areas with the level of effort and judgment.

Mr. **Fascell.** It is not a bad level.

Mr. **Staats.** Not a bad level.

Mr. **Fascell.** All right. Thank you very much, gentlemen.

Mr. **Staats.** Thank you.

Our next witness is Dr. Stephen C. Joseph, Acting Assistant Administrator of AID, who is accompanied by Dr. James Goodman, Director of the Office of International Training.

Without objection, we will include your entire statement in the record. You may proceed to summarize. That would be very helpful.

STATEMENT OF STEPHEN C. JOSEPH, M.D., ACTING ASSISTANT ADMINISTRATOR, AGENCY FOR INTERNATIONAL DEVELOPMENT

Dr. **Joseph.** Thank you, Mr. Chairman, and members of the committee.

With your permission, we would like to put our prepared statement in the record, and summarize very briefly. Dr. Goodman and I would be happy to answer whatever questions you may have.

Mr. **Fascell.** All right. Thank you.

Dr. **Joseph.** In our testimony, we attempted to describe the nature of AID's participant training program, to say something about the relationship of AID's program with other organizations both within and outside the Federal Government, to describe some of the outcomes of the participant training program over the years, and then to touch a bit on the phrase that you used, Mr. Chairman, in talking about "communicating the reality of America to the rest of the world."

We are focusing in the testimony, of course, on the training of foreign nationals by USAID, and not the education or training of Americans in the Third World. The AID participant training program, known under several names and with different organizational shapes within the agency, actually goes back about 36 years to its beginnings during the Second World War in relation to trainees from Latin America, and then at the end of the war as part of the Marshall plan with Europe.

Over that 36 or so years, there have been approximately 200,000 participants funded and trained under the AID program. These participants have largely been engaged in the fields of education, of agriculture, of health, and of public administration. The objective throughout the program has been the upgrading, both in qualitative and quantitative terms, of human resources in national and international development efforts.

The program, in its earliest phase, and the 1950's, tended to focus on nonacademic, technical education. In the 1960's it shifted more toward academic education—longer, degree-based training in the universities. In recent years, in this decade, the emphasis is moving back toward a balance of both academic, university-based training, and on-the-job technical or nonacademic training.

In fiscal year 1979, there were approximately 7,000 AID participants in training. The largest number of those participants are clustered in the areas of food production and nutrition, population planning and health, and education and human resources development. The thrust of the program parallels and supports the thrust of the AID mandate, with emphasis on the the rural majority and the rural poor.

The participant training itself is specifically tied to development projects. The selection of participants for training is a joint matter between the host government and USAID. Usually, the host government pays the international transportation, and they often pay a stipend for the trainees when he or she is away in the United States.

There are specific provisions and agreements between the participant and AID about the return to one's own country at the end of the training period. Actually, over the course of the program, the attrition rate of nonreturnees is approximately 1 percent. Last year that rate was 2 percent influenced by a significant number of trainees in Ethiopia last year.

One of the interesting developments has been the shift not only in the countries who have been assisted by the program, but the fact that in recent years, some countries who were assisted in former times with AID participant training funds now are using their own funds to send participants to the United States. Two examples are Taiwan and Iran, and probably the most important current example is the program with Nigeria. Nigeria is now using its own oil-generated funds, and has sent this year 1,000 participants for training in the United States. Most of these are technical school and junior and community college level rather than the university or postuniversity levels. These are paid for entirely by Nigerian funds. A second group of 1,000 trainees will be coming in October of this year.

The AID international training activity itself has been consolidated as a part of the Development Support Bureau to bring it programmatically closer to central technical support functions of the Agency. We are seeking to increase mechanisms with both public and private outside organizations and contractors to pick up many of the procedural and technical functions of training. We have a relationship with the Department of Agriculture for the processing and handling of most AID participants in the agricultural sector.

An example of the relationship with nongovernmental organizations would be a new relationship this year with the Southeast Consortium for International Development, which is a consortium of some 30 universities and colleges in the southeastern portion of the United States. This consortium will manage the programs of participants who will be in training in a variety of fields throughout those institutions of higher education.

It is difficult to come up with a specific figure of the total costs of participant training in the agency. The best estimate that we can give you at this time is approximately $40 million to $50 million per year spread across all the participant training functions in the agency, some of which are centralized in the Office of International Training, and some of which flow through other programs. The legislative authority for that training is scattered throughout the functional authorities in the Foreign Assistance Act, and is not centralized under a single heading in the testimony.

We describe in our prepared testimony various relationships that we have with private institutions for support services, for example, with Georgetown University for language training for participants when they come to the United States, and an orientation program for all participants that is done at the Washington International Center at the Meridian House; relationships with organizations such as the National Council for Community Service for International Advisers which is an organization spread out in some 90 communities throughout the country, and provides services particularly to participants who are not attached to university programs; and a similar relationship with the National Association for Foreign Student Affairs, which relates to foreign students on campuses throughout the country.

We have provided with the testimony some brief statistics on the numbers and the kind of participants, and where they come from.

I think with that, Mr. Chairman, I will close. Thank you. We would be pleased to answer any questions that you may have.

[Dr. Joseph's prepared statement follows:]

PREPARED STATEMENT OF STEPHEN C. JOSEPH, M.D., ACTING ASSISTANT ADMINISTRATOR, AGENCY FOR INTERNATIONAL DEVELOPMENT

Mr. Chairman and members of the Committee:

My testimony today, on behalf of the Agency for International Development, concerns the Agency's Participant Training Program. I will summarize the nature of the program, its relationships with other organizations inside and outside the Federal government, and its accomplishments over the years from the point of view of the transfer of skills and knowledge from U. S. institutions to individuals who have, and will continue to, put those qualities at the service of their own developing countries. In addition, I will comment on another important aspect of international training, which Chairman Fascell described as "the way we communicate the reality of America to the rest of the world."

I am accompanied today by Dr. James Goodman, the Director of A. I. D. 's Office of International Training.

A. I. D.'s PARTICIPANT TRAINING PROGRAM

1. History

The International Training Program as we know it today started in 1941-42 in Latin America as an aspect of World War II defense activities.

From this limited beginning, the training program was expanded to assist in the rebuilding of war-torn Europe, as a part of the Marshall Plan. Subsequently, the program was expanded and extended to the entire range of developing countries under Point Four, the ICA, and A. I. D. itself.

Over the past 36 years, Agency records show that close to 200,000 participants have been trained under the Foreign Assistance Program, either in the U. S. or other countries. The major fields of training have been education, agriculture, health and public administration. (SEE ATTACHMENT A: STATISTICS ON THE A. I. D. INTERNATIONAL TRAINING PROGRAM.)

From the beginning, private resources were called upon to play significant roles in the program. These included a number of major and small businesses, labor unions and universities.

2. Nature of Program

The primary purpose of A. I. D. -sponsored participant training is to engage in the upgrading of the human resources of A. I. D. -assisted countries in order to further their national development efforts. In addition to the primary focus on upgrading of professional competence and skills, the program is concerned with the participant's awareness of non-technical aspects of training, including a broader understanding of the United States.

The program includes both academic and non-academic or technical components. It has changed over time from a largely technical-industrial program in the 1950's to a considerably academic one in the 1960's and has been recently balanced with a growing technical leadership element, regarded increasingly as an important instrument of U. S. foreign policy.

The individual record of accomplishment of participants when they have returned to their countries is an especially impressive one. A former Prime Minister of Turkey is a former participant. A recent message from Jakarta reported that of the 36-member Cabinet, 18 former participants held either full or deputy ministeral posts. Somewhat earlier, six of the 18-man Cabinet of Afghanistan were similarly trained. Files on former participants show an impressive array of ministers of agriculture, health and education, university and college presidents, chancellors, deans, department heads and professors. There are bank presidents trained in the U. S. banks; scientists who helped develop the new "miracle" grains; health workers and teachers. Returned agricultural participants literally have shown their own people how to make deserts bloom. There are educators and technicians who carry out the population and family planning programs that are so vital in the developing world. Participants trained in public administration have improved planning and record-keeping which can help a country identify itself and establish its own developmental priorities.

3. Today's Objectives and Focus

It is estimated that in FY 1979 approximately 7,000 participants will be in training, most of them in the critical development fields of food production and nutrition, population planning and health, and education and human resources development.

Programs, as noted above, are broadly classified as academic and non-academic or technical. The first type involves training at more than 250 accredited colleges and universities throughout the country. Non-academic programs may be observational--usually of short duration and primarily for higher-level participants who can be away from their jobs for only a short time but need updating of their skills. These technical programs may also involve on-the-job training, especially for lower - and middle-level participants who learn alongside skilled, experienced technicians. Specialized programs meet specific needs and may require a combination of the other types, perhaps with an academic element.

One factor which differentiates A. I. D. participants from other foreign nationals coming to the United States for academic study or other training is that participants are selected jointly by officials of their governments and by A. I. D. personnel in the country concerned, to be trained for a position, or in skills, which are needed to further the development of the country. The funding is a part of, or closely related to, an A. I. D. project in the field and is not simply a scholarship or fellowship award.

Generally, trainees come from the government, industry or the academic world of their countries, and are already somewhat skilled in their professions. Among other important criteria considered in the selection process are that the participant be a) a citizen of the country concerned, b) reasonably proficient in English,

c) in good health, d) mature enough to represent that country abroad and, e) able to adjust to and function in a foreign culture.

The applicant to the program also signs an agreement to return to work for a stipulated time--usually for two or more years--in the field in which he or she has been trained. The individual may not seek to remain in the United States or to extend the program after the training expiration date. The participant in the A. I. D. programs returns to his or her country to share the newly acquired knowledge with others in developing new programs. In using and transmitting these skills and knowledge, the former participant works to build institutions, to teach, to manage, to cure, to educate and to assist in the development of his/her country. Increasingly, such work is geared to assisting the disadvantaged majority in line with A. I. D. 's "mandate" from the Congress.

Participants today are no longer sponsored by A. I. D. from European or other relatively advanced "graduate" countries of the "Third World", nor from the OPEC countries. However, they represent most of the lesser developed nations in Africa, Asia Latin America and the Near East.

The newest and one of the most encouraging developments in the training program is that some countries which were formerly recipients of U. S. foreign assistance have now "graduated" and are themselves financing education and training for their nationals in the United States. Taiwan and Iran are outstanding examples. Nigeria, which was the largest recipient of U. S. assistance in Africa during the sixties, is now an OPEC country and paying its own way from the income it receives from petroleum.

. One thousand Nigerian trainees, at the technical school and junior/community college level, have arrived in the U. S. and have been placed by A. I. D. throughout the country in carefully-selected schools and training institutions for mid-level skills training. A thousand more of these trainees are expected by September 1978, all at Nigeria's expense.

4. Organization

Throughout the years, the Office of International Training, under various names and administrative modes, has provided the central guidance, management and a large share of the implementation of the program. [illegible]ffice was realigned this year within the Agency's new Bureau for Development Support, to bring about an improved financial relationship with the centrally-funded technical sectoral offices, and thus to enhance its role in providing essential technical support to field missions engaged in training programs.

5. Program Operational Changes

During FY 1977 and FY 1978, a number of new initiatives have been taken to update and improve the training program. Foremost among these was a decision to program an increasing number of participants through utilization of both public and private contractors rather than program them directly from A. I. D. headquarters. This involves greater utilization of other government agencies such as the Department of Agriculture, as well as institutions in the private sector. The USDA, for example, is now taking responsibility for nearly the total range of technical implementation actions for agricultural participants.

In October 1977, A. I. D. signed a contract with the newly-formed South-East Consortium for International Development (SECID), covering a 17-state region, and now consisting of 31 colleges and universities which will program the training of up to 250 A. I. D. participants. This arrangement represents the first attempt by the Agency to carry out education and training utilizing this particular mode and its effectiveness is being closely observed. At this early date, we are optimistic that it will prove an effective and efficient mechanism.

The South-East Consortium will pool its technical, administrative and related resource capabilities for the purpose of planning, implementing, monitoring and evaluating education for foreign students and other training programs sponsored by A.I.D.

The 17-state region covers Alabama, Arkansas, Delaware, Florida, Georgia, Kentucky, Louisana, Maryland, Mississippi, Missouri, North Carolina, Oklahoma, Pennsylvania, South Carolina, Tennessee, Texas, and Virginia. All universities and colleges in the region will be considered by the Consortium for placement of foreign students.

In connection with the reduction of in-house staff, efforts will be made in FY 1979 to let additional contracts with private sector entities, including other consortia and various organizations qualified to handle training programming and placement arrangements under A.I.D. policy and management guidance.

6. Costs

Precise total costs of all elements in the program are included in Regional Bureau budgets. It is estimated that the world-wide costs per year are in the $40-$50 million range, including training in the U.S. and A.I.D.-sponsored training programs in other countries, the so-called Third Country Training. Almost all international travel expenses for participants are paid by their own countries. Many developing countries also continue salary payments to the participant's families during their training period.

7. Cooperation with Private Agencies

As already indicated, A.I.D. has long used both other public entities, federal as well as state and municipal, and private business, labor and academic institutions to provide necessary training. A.I.D. also turns to these and other private sector entities for much of its supplementary and supporting services to the participants.

It should be emphasized that the typical A.I.D. participant is unique. He or she differs from other foreign visitors, exchangees or students in at least two major respects. The participant is committed to a development project or program-related activity in his country, to which he is pledged to return. Also he or she is usually assigned for a longer period in this country which requires therefore greater attention by A. I. D. to appropriate Orientation, Counseling Service, English language capability, etc. For these supporting programs, A. I. D. turns to a number of private institutions.

Foreign students to be enrolled in U. S. study programs who fall short of minimum English language requirements are registered by A. I. D. in the American Language Institute at Georgetown University for an appropriate period of time for additional language instruction.

One of the first and most important segments of a participant's sojourn in the U. S. is a five-day orientation program at the Washington International Center (WIC) under contract by A. I. D. and other U. S. agencies. The Center, located at Meridian House in Washington, D. C., conducts orientation lectures and seminars designed to ease the participant's transition into a new environment. They include a variety of subjects dealing with the political, social, economic and cultural history of the U. S. as well as visits to the Capitol, White House, Supreme Court, and other governmental and historical sites. Participants are also typically met at the airport when they arrive by volunteers of the Center, and have opportunities to experience their American home hospitality with the Center's volunteer host families.

For many foreign nationals, living in the U.S. sometimes can be a difficult and lonely experience. A.I.D. encourages participants to engage as fully as possible during their U.S. training period in the social and cultural activities and programs made available to them by thousands of community volunteers who are interested in welcoming foreign visitors to their communities. The National Council for Community Services to International Visitors (COSERV) has 90 community organizations throughout the U.S. whose volunteer members provide a variety of services to short-term foreign visitors, including home hospitality, professional contacts and participation in community activities. The National Association for Foreign Student Affairs (NAFSA), through Foreign Student Advisors and other academic members, is of great assistance to the foreign student on campus in learning to cope with day-to-day problems in a strange environment. The contacts and friendships made through the work of these organizations frequently result in long-lasting international friendships, and broaden the participants own horizons for more active citizen participation at home.

8. Evaluation and Follow-up

A variety of evaluation activities have been performed over the last several years. The progress of the individual is reviewed and assessed at intervals to ensure performance toward the training objective.

With the assistance of short-term consultants and contractors, some of the current training facilities and their programs were assessed. During the year, the service of the following were evaluated: National Association for Foreign Student Affairs, Washington International Center, the Universities of Hawaii and Michigan State, Mid-Winter Community Seminars, and the English language program of Georgetown University.

The number of non-returnees is relatively small, only 47 in Fiscal Year 1977 (including 33 from Ethiopia). This was only two percent of the total, higher even than many previous years when nearly one percent was the norm. This information is gathered from the field missions via an annual report. A limited follow-up program is designed to keep in touch with returned participants and further the objectives of their training. Missions are required to conduct only two follow-up activities: (1) to make formal presentation of Certificates of Achievement; (2) to maintain personal or written contact with returned participants for three years. There is no available comprehensive report on what happens to returned participants after two or three years.

Other activities are recommended and a number of Missions arrange workshops, publish newsletters, create alumni groups, and other worthwhile projects where possible.

Thank you, Mr. Chairman.

ATTACHMENT A

STATISTICS ON THE INTERNATIONAL TRAINING PROGRAM

Over the past five years (FY 1973 - FY 1977), A. I. D. has trained a total of 43,227 participants from less-developed countries: 34,299 (79%) were trained in the United States and 8,928 (21%) were trained in "third" countries. Of the total participants 20,892 were from Asia/Near East, 13,960 were from Latin America, 8,215 were from Africa.

The leading fields of training were reflected below in descending order:

Agriculture	10,795
Education	10,536
Public Administration	6,052
Population/Family Planning	4,441
Industry	3,142
Public Safety (including Drug Enforcement & Customs Admin.)	2,665
Labor	1,991
Health	1,953
Miscellaneous	607
Transportation	437
Community Development	388
Housing	96
Atomic Energy	70
Communications Media	54

During this five-year period, 57% of A. I. D. participants were trained in academic programs and 43% in non-academic or technical programs.

FY 1977 Non-Contract Participants in Training in U.S. by Area

Africa	682
Asia	966
Latin American	785
Near East	870
Various Others	71
TOTAL	3,374

FY 1977 Participants in Training Exclusively in Third Countries, by Area of Origin

Africa	15*
Asia	456
Latin America	211
Near East	240
TOTAL	922

*Figures as submitted to A. I. D. by Missions, believed to underrepresent probable totals.

Totals: All Categories

Africa	Non-Contract	682
	Contract	963
	Third Country	15
	Total	1,660
Asia	Non-Contract	966
	Contract	249
	Third Country	456
	Total	1,671

Total: All Categories

Latin America	Non-Contract	785
	Contract	1,142
	Third Country	211
	Total	2,138
Near East	Non-Contract	870
	Contract	172
	Third Country	240
	Total	1,282

Mr. **Fascell**. Thank you very much, Doctor, for this summary.

Dr. Goodman, would you like to respond?

STATEMENT OF JAMES GOODMAN, DIRECTOR, OFFICE OF INTERNATIONAL TRAINING, AGENCY FOR INTERNATIONAL DEVELOPMENT

Mr. **Goodman**. I would like to respond to whatever questions you might have.

Mr. **Fascell**. Mrs. Meyner.

Mrs. **Meyner**. Yes; thank you, Mr. Chairman.

Thank you, Dr. Joseph, for your testimony.

To what extent are the personnel of the participant training programs formally integrated into a bilateral development program with these countries, or do we allow the foreign government to choose who is to be trained, and also allow them to choose how they are to be used?

Dr. **Joseph**. The selection of the field of training and the individual participant for training is tied directly to a development project, so that in the development and the negotiation of that activity between, for example, the AID mission in a particular country and the host government, there would be a dialog about the type of training, the type of person and the individual. Second, the formal selection process of the individual is a joint matter between the host government and the AID mission.

Mr. **Goodman**. I think I might simply add, with some exceptions, the general thrust is for participants to return to the job previously held with a higher degree of skill and to hold that job, perhaps at a supervisory level. Occasionally, they may go into a different ministry.

Mrs. **Meyner**. Thank you.

Do you see a value in the GAO recommendation for improved coordination and data-sharing among agencies with regard to foreign exchange programs? I mean, are there special considerations in this regard within your programs?

Dr. **Joseph**. I think there would be great value in this.

One of the things that has struck me about AID's participant training program in the context of some of the other international student exchange and training that goes on is the difficulty of getting a grasp on detailed figures. I was interested in one of the earlier statements this morning with respect to 200,000 foreign students in the United States per year. If you look at AID's 7,000 against the 200,000, we are talking about something around 3 percent of the total as those that AID is concerned with.

I would think that, particularly since there is an enormous range of fields of education and training and such an enormous geographic range, both of which shift with time in terms of emphasis and such multiplicity of agencies, public and private, that better data coordination and information sharing will be a very important step.

Mrs. **Meyner**. When you think of AID, you think of Americans training people overseas. You do not think of students coming here to be trained. How many students come here to be trained in your program?

Dr. **Joseph**. I believe the figure is 7,000 for this year.

Mrs. MEYNER. In this country?

Dr. JOSEPH. With the exception of a small number who are in training in a third country. For example, a person from the health sector in Upper Volta who might go to Senegal for public health training. That number is relatively small compared to the total.

Mr. GOODMAN. 7,000 in this country is what we project.

Mrs. MEYNER. In the country.

Mr. GOODMAN. Of that number, 4,000 might come in a single year. One primary difference in the generalized exchange program is that we maintain a student in this country for a longer period of time. That is partly because the participants we are talking about are working on degrees, and the others are not necessarily working on degrees.

Mrs. MEYNER. Graduate work?

Dr. GOODMAN. Graduate work primarily, but now there is a trend away from that to technical training of short-term duration. Fifty or sixty percent of participants, we project, for the coming fiscal year will be in the short-term category.

Mrs. MEYNER. Thank you.

Thank you, Mr. Chairman.

Mr. BUCHANAN. Postsecondary level?

Mr. GOODMAN. Yes.

Mr. BUCHANAN. What do you feel with respect to this whole thing of international education as to whether we are giving sufficient attention to it, and whether we ought to expand? Do you have any feeling about whether we could properly expand what we are doing?

Dr. JOSEPH. I would think that the most important areas of expansion are more qualitative than they are quantitative.

I think that as to the issues, again, I go back to the statement of Chairman Fascell in the press release. Both the issues of what kind of technical training is appropriate and relevant to the context to which people are going to return, and how the experience of receiving that kind of training and participating in this culture will affect those capacities and those perceptions.

It seems to me that is a more important question than the absolute numbers of people trained. The reason I make the statement that way is that until a very short while ago, 4 or 5 years, as a matter of fact, I was in the business of international medical and public health education, and had spent a number of years training medical and public health students in the Third World, and having foreign students in the university in the country. On the latter issue, the thing that I always felt was the most important aspect of the training was the learning setting and the interactions, the ways of looking at problems, and the ways of dealing with the problems, rather than the content of the training itself. I think that that is an area where there is enormous room for qualitative expansion.

Mr. GOODMAN. Yes. I share that view. I would say, though, that I believe that we need to look at how we train people.

At a very large university like the University of Washington, we have people coming in being trained in highly technical areas and then they return home, very often, to a setting where the greatest needs are for second level technicians to repair the tractor, to rewire something if it went wrong. This kind of thing. We are not doing as effective a job as we are capable of doing.

Dr. **Joseph**. I think also, if I might add something more, that the developing countries themselves are shifting ground on this issue progressively and somewhat rapidly. As one goes around the developing world today, I find that greater attention is being paid to training within their own development context, more than one heard formerly.

This was brought home to me graphically several months ago when we were negotiating a health education program in a Sahelian country. This was a project that had training dimensions to it. The firm position of the ministry of health was in terms of having "our people give first priority to training within our own country. Whatever we cannot do in our own country, we would prefer to do at sites in Africa as opposed to outside training, except where it is impossible." One would not have heard this statement 10 years ago.

Mr. **Buchanan**. Then many good things are going on in American education if we are training people.

Mr. **Goodman**. We are living in changing times, Mr. Buchanan. It is difficult to be responsive as rapidly as the changes occur. I think we have to learn the difference between change and progress.

Mr. **Buchanan**. Well said. I certainly have noticed that change in my waist line.

Mr. **Fascell**. Mr. Ryan.

Mr. **Ryan**. No questions, Mr Chairman. Thank you.

Mr. **Fascell**. That is not progress, is it, John?

Mr. **Buchanan**. No. [Laughter.]

Mr. **Fascell**. Let me see. The program that AID is operating under right now, Dr. Goodman, is basically within the context of the AID legislative mandate.

Mr. **Goodman**. Yes.

Mr. **Fascell**. That is in the four basic categories.

Mr. **Goodman**. Yes.

Mr. **Fascell**. How far beyond those programs in food, nutrition, population planning, et cetera, do you go? Give us some examples of what you get into.

Mr. **Goodman**. I am just trying to think of something that would not fit the general mandate.

Mr. **Fascell**. But would still be technical training.

Mr. **Goodman**. Yes.

Mr. **Fascell**. And part of the development program.

Mr. **Goodman**. Most of it; perhaps all of it. I cannot think of anything that does not fit into the general categories. Let me respond slightly differently. I am trying to get to what I think your question is.

I think we would be open to consider any requests from the foreign government that is eligible for concessional aid through our missions for any kind of training provided it fit into the larger mandate. Now, I have to put it that way because we have not been tested on it.

Mr. **Fascell**. Let's assume that the foreign country is interested in developing its power capability, and what they want to do is train a lot of boiler engineers, and they come to you gentlemen for that purpose. Is that within your mandate?

Mr. **Goodman**. I would interpret it to be so, but again, we have not been tested. We are just making the shift from the very, very traditional program to meet the needs that are clearly being presented to us.

Dr. **Joseph.** I would think, Mr. Chairman, we can provide information on this if you desire. If you look at the technical and short-term training, you would see the specific training lines in individuals in the technical areas. That would not be immediately, obviously, related to the broader mandate, but the country's program and the relationship with the host government would put those together.

Mr. **Fascell.** If a country came in with a development program, part of which was concerned with the development of their media capability both in the professional and the technical sense, would all of that or part of that be within the scope of your mandate?

Dr. **Joseph.** I would think, certainly, to the extent that the development of the mass media was related to the kind of educational objectives, and represented the distribution of educational resources in the country, that would fit under the mission's program, certainly.

Mr. **Fascell.** You will have to translate that for me. I do not know what that means.

Dr. **Joseph.** Well, if, for example, the country, with substantial help by the AID mission, was to expand the basic educational sector, the primary education sector, through the use of educational television, or radio—the use of mass media—then the training of technicians, and then the development and the operation of that technology, I think, would fall within it.

Mr. **Fascell.** Look. We do not have radio stations. We do not have television. We do not have nice guys who can write a good newspaper. We want to train these people. We want to train people to put up the radio stations. We want to train people to repair them. We want that as part of the country's development. Does AID get involved?

Mr. **Goodman.** We have. That is the difficulty. Whatever would make a development a reality, if it fit into any interpretation of the current mandate, is allowable, but has not been really tested in certain agencies.

We have trained people in areas such as monitoring aircraft, maintenance of aircraft. This, 5 years ago, would not have been done.

Mr. **Fascell.** Would you train plumbers, carpenters, electricians?

Mr. **Goodman.** Not generally in this country. We might set up programs as part of a project in the host country, and do it there.

Mr. **Fascell.** If a country were exhibiting an interest in setting up a vocational program, you gentlemen would jump into that with both feet?

Mr. **Goodman.** I like to think that we have that kind of authority.

Mr. **Fascell.** Right. Let me shift gears now to the field of international health education. Does the United States participate in a program to further the education of doctors, foreign doctors? I thought we closed the door on that because the AMA was tired of bringing doctors here and educating them.

Dr. **Joseph.** To the best of my knowledge, the United States has not participiated in the program to train foreign physicians in the United States with the exception of certain specialized training programs, particularly in the field of public health and population.

Mr. **Fascell.** Why is that? Because the AMA decided that they ought to close down the program?

Dr. **Joseph.** This training that I am speaking about is not technical training for clinical practice in the United States, or back in the host country. It is the training of teachers and administrators who will operate family health and training programs.

Mr. FASCELL. If a doctor wants to come to the United States and further his medical capability, and go to a specific place, to return to his own country to pick up his practice, can he do that? Is there any government program that would assist in this effort?

Dr. JOSEPH. He can do that with certain restrictions in the sense that he would have to be—if I can remember this correctly—either invited as an expert within that field for training and research, or he would——

Mr. FASCELL. If he is an expert, he might not need any training.

Dr. JOSEPH. There are so many layers of training, he would need to be either here under a specific program—for example, the training in population and public health might come through our program—and agree to go back.

Mr. FASCELL. Otherwise, doctors, generally then, would have to avail themselves of some opportunity to get individuals to come in. As I recall it, unless they receive a specific invitation for a specific purpose and identify it as expertise, they go someplace else. And I gather, Dr. Goodman, that that is what doctors are doing in great numbers, particularly in Latin America. They are not coming here any more.

Mr. GOODMAN. That is true, Mr. Chairman. And very few come in under AID sponsorship under any category.

Mr. FASCELL. In addition to the program that we have, the very limited AID-sponsored program, we have made it even more difficult for those who are willing and could afford to come.

Mr. GOODMAN. You have your facts correct, Mr. Chairman.

Mr. FASCELL. Now, I wonder who made that national decision. [Laughter.]

The only reason I am imposing on you is that you were in the field of international health education, and I thought I could just tap you right now.

Dr. JOSEPH. I do not know who made that decision.

Mr. FASCELL. Don't you agree that it is a national decision?

Dr. JOSEPH. It is a national decision.

Mr. FASCELL. There are a good number of Latin Americans who have the financial ability, and who are desirous of coming to the United States to further their education, pay for it, and go back to their own country, but who find it almost impossible to get into the United States for that purpose.

Dr. JOSEPH. The two problems that have been most often raised in that regard is that, one, of course, in the past, many of those physicians did not go back to their own country.

Mr. FASCELL. We do have a lot of Indian doctors in the United States. That is true.

Dr. JOSEPH. And, two, Mr. Chairman, particularly——

Mr. FASCELL. But Latin Americans, except for Cubans, are few.

Dr. JOSEPH. Haitians.

Mr. FASCELL. Haitians have a medical school.

Dr. JOSEPH. The second item is particularly related to the poor in the Latin countries, the Caribbean, the question of tertiary medical training. Most of the physicians' training in the United States was not really relevant to health care needs in their own countries.

Mr. Fascell. That may be a legitimate question to ask, but if a doctor in a third country wanted to further his education, and could pay for it, and was willing to do it, why should we shut the door? I still do not understand it.

Mr. Buchanan. Mr. Chairman.

Mr. Fascell. Yes.

Mr. Buchanan. In my own State, the University of Alabama in Birmingham has entered into a contract, I think, with the Iraqi Government to help establish a medical school in that country, and to further medical education and training in that country. Is there a substantial amount of this sort of thing going on, to your knowledge? I do not know whether AID is even involved in that. I wonder if you have any knowledge of this.

Dr. Joseph. Let me respond along two lines, Congressman. One is that, more so in the past than in the present, AID has been involved in the developing countries in support of medical and other health professional education.

Now, in the last 5 or so years, the emphasis has swung very strongly within AID away from supporting physician education and developing medical schools and teaching hospitals and toward the support of paraprofessional health training and health auxiliary services. There continue to be some elements left in the AID program of relationship with medical schools, but they are much less than before.

The second part of my response would be that in recent years, particularly with the OPEC countries, particularly with Iran, there have developed patterns of private relationships between U.S. medical centers and the development of medical centers and medical schools in those countries.

Mr. Buchanan. You mentioned a few minutes ago the desire of those countries for education in their own countries except where it was necessary to send them abroad. I wondered whether AID is involved in efforts like that, and if you are aware of any efforts there, which I am pretty sure is a non-AID arrangement, just between the university and that country. I wonder if that pattern is developing with American assistance.

Mr. Fascell. Helping to create institutions in those countries.

Dr. Joseph. It is a pattern that has existed for sometime. The absolute number fairly related to medical schools is smaller now than 5 years ago, but still exists.

Mr. Fascell. Let me ask a couple of final questions. On the question of public health, the question of education in health is within the main category of the AID bill, and you say that the emphasis now is on the paramedical training. Well, let's get specific. Do we include in our programs training for nurses, for example?

Dr. Joseph. Yes.

Mr. Fascell. But not in this country.

Dr. Joseph. Yes; there is some graduate nurse training that is public health.

Mr. Fascell. Graduate nurse training.

Dr. Joseph. As to undergraduate nurse training, very little, if any, of this is done by AID in this country. We have many programs of AID education and training in the developing countries themselves.

Mr. **Fascell**. So, if the developing country has a program of development, it might be part of our bilateral arrangement. We might include it in their arrangement.

Dr. **Joseph**. That is correct.

Mr. **Fascell**. Then we have nursing schools, or some graduate nurse training; we do bring graduate nurses to the United States under certain conditions.

Dr. **Joseph**. It would not be a program per se, Mr. Chairman.

Let me try to give an example to make it clear. AID might be involved in the support of the development of a nurse training school in a country in Africa. As part of that program, for the training of people who would be the faculty in that school, a small number of nurses might be trained in the United States.

Mr. **Fascell**. All right. Now, how about the problem of hospital maintenance, for example, simple equipment maintenance. Let's get back to the boiler as a good example. Are we involved in that?

Mr. **Goodman**. Yes.

Mr. **Fascell**. Only if it is part of a program of development.

Mr. **Goodman**. That is right, Mr. Chairman.

Mr. **Fascell**. I do not know of any right now on hospital maintenance in Latin America. To be specific, is there any country that has such a program built into their development? I cannot think of one right now.

Dr. **Joseph**. I know of two countries in Africa where AID was involved in training for hospital equipment maintenance.

Mr. **Fascell**. I know that we have some private nonprofit organizations that are involved in the United States, but I do not know of any development program.

Well, gentlemen, I want to thank you very much. We will probably have some questions to submit to you in writing. We would appreciate your responding to those as much as you can.

Dr. **Joseph**. Thank you, Mr. Chairman.

Mr. **Fascell**. Our next witness is Dr. Maurice Harari, director of international programs and assistant director of the American Association of State Colleges and Universities.

Dr. Harari, I understand, has brought a visitor with him. On behalf of the subcommittee, I welcome Dr. Shafik Balbaa, Secretary General of the Supreme Council of Universities in Egypt, who has been appointed to the newly revived Egyptian Fulbright Commission. Dr. Balbaa is a pharmacologist and a graduate of the University of Florida at Gainesville. He is willing to submit answers to any questions that anybody might have for him.

I am happy to welcome you today, Mr. Harari. We are pleased to hear you.

STATEMENT OF MAURICE HARARI, DIRECTOR OF INTERNATIONAL PROGRAMS AND ASSISTANT DIRECTOR OF THE AMERICAN ASSOCIATION OF STATE COLLEGES AND UNIVERSITIES

Mr. **Harari**. Thank you very much, Mr. Chairman.

It is a great privilege to be able to testify here and, especially, on such a vital subject as international education.

With your permission, Mr. Chairman, I will simply let my statement stand for the record and summarize.

Mr. **Fascell**. Without objection, we will include it in the record. You may summarize.

Mr. **Harari**. I will summarize very briefly and also comment on two or three key issues which were brought up this morning.

Mr. **Fascell**. You are a very able and perceptive gentleman.

Mr. **Harari**. You are much too kind and generous. I do not know what I am going to say next. [Laughter.]

I believe that perhaps much of the difficulties that we have been encountering in international education both at the congressional level, in our own universities and elsewhere, is due to the fact that we have tended to consider international education too much in the narrower context of manpower development. We have tried to equate this with careers. Some of the discussion this morning revealed that.

If we take another look at it in terms of "human development," if we take a look at it in terms of "developing cultural sensitivity," we gain a different perception. I would like to suggest, sir, that the democratization of international education is really our key responsibility. Now let me spell this out very briefly on the basis of the paper here.

We have been talking about, even this morning, several strands of international education. Just now, with the previous witness, we were talking about development in the developing countries.

A little earlier we were talking about the professional people in the United States who needed enough language capability to work more effectively in Latin America, the Middle East, or somewhere else.

Those are all valid objectives and, indeed, we cannot expect every American person to be trained to perform in these functional roles. But we have a right, I believe, and I submit this very respectfully, to expect that every American should be given a chance to be culturally sensitized.

Now, sometimes you get your cultural sensitization through a combination of linguistic training, foreign area studies, perhaps an interdisciplinary course dealing with the survival of the planet, the human race. Therefore, there are many, many approaches, and I would like to suggest that our undergraduate curriculum, in particular, has not been subjected, shall we say, by all of those concerned—the universities and those outside the Federal Government, as well as the private sector—to the globalization of perspectives which it, the curriculum, requires so urgently.

Second, it is not only the area of curriculum, in the narrow sense, which is appropriate for the Federal Government to enter into. We are concerned here with a much broader area. We are concerned with coping with our national and international environment, we are concerned with attitudes and quality of life as well as traditional training programs.

We do need foreign area experts. You can raise the question, of course, as to whether we need 100 persons who can speak Urdu or do we need 1,000? Of course, we have that question before us continuously, but we cannot turn our back to our need for experts in languages, and a certain number of experts in area studies.

But where we have missed the boat so far, and I am not suggesting an all-or-nothing proposition, is that in addition to supplying the "optimal" number of trained persons in area studies and languages adequate to represent our country, whether it is the Government of the United States or the universities, to train others, or in other functions, we need to expose every single student, no matter what his discipline is, in our colleges, in our universities, in the secondary schools and in our elementary schools to a way of thinking globally, to an appreciation of the diversity of cultures, not in a static sense, not in a rote learning sense. This is very important training, to appreciate the culture of the people living in Africa; training people as to the cultures in Latin America, that these diverse cultures do not mean that these people are inferior to us.

Second, to understand the cultural dynamics abroad has an effect on our cultural dynamics in the United States. We have here in the United States quite a symphony of cultures, and we may not be hyphenating this mosaic of cultures in our own country with the international education responsibilities and opportunities which are confronting us today.

I have listed here on page 4 a number of obstacles. I will not go through them, but they simply, in my view, identify where some of the resistance is occurring. It is not resistance due to, or because of malice, or anything like that. It is just a question of our taking a new frame of reference in terms of the immediacy of the need to give every American citizen a chance to be sensitized to the diversity of cultures, and the interdynamics of our world. We, therefore, get to certain conclusions in terms of what needs to be done.

Upon examination of our existing programs as far as ICA and title VI are concerned, I am afraid I disagree a little bit with what was said this morning. I do not believe that title VI should stay at the current level of funding. I think the level should be increased in order to fulfill the mission which I, hopefully, identified. I am not saying that we should have more money in NDEA to do exactly what NDEA has done, but to do the kind of things additionally that are needed and which can only be done through appropriate funding.

The reason why I would myself suggest that we do not try to move NDEA, title VI to ICA—and this is where I agree with the testimony earlier by others—is that NDEA, title VI happens to be located now in the education division dealing directly with the universities, which is quite normal and logical. It is a categorical piece of legislation dealing with international education.

I am a little worried about its going to ICA at this moment. We are all looking forward to a very dynamic and useful agency called the ICA, but until it settles down and jells and knows what it wants to do in a number of priorities, let's not move something that is not absolutely essential to move right now. Let's give it more lease of life. Let's give it more money to experiment with urgent programs, and in 3 or 4 years you can take another look at it. Then if it appears to be necessary to move NDEA, title VI to ICA, I would welcome it.

I think ICA will provide us with a certain point of information and some coordination of a very pluralistic set of Federal agencies. The numbers that you have mentioned this morning are astronomical.

It may not be possible to create a single point of coordination with a capital "C," but at least, a central point of information is needed. I do, however, believe that it is very important for ICA to relate rather systematically with various sectors of education in a very systematic fashion. I think that American education is very highly pluralistic.

I would also say that not only are there several Federal agencies of Government engaged in international education, but that there is also no single point in American high education which articulates all of the pluralism of American education to the people of other countries. They learn this the hard way. They come here, and travel between at least 20 departments in the Government and in the private sector before they find out that a State institution is really private in relation to the Federal picture and that the Federal Government does not finance across the board the universities and the colleges in this country.

This is a revelation, but we continue to hear of the efforts and frustrations of colleagues from other countries. They literally have to travel around the country between colleges in Iowa, or Boston, or wherever they are referred to by former alumni.

We do not have a happy system. We have a bit of confusion there. We must try and organize ourselves in providing our foreign colleagues with a more systematic and helpful pattern of access to the resources of American higher education.

I am, therefore, suggesting that we recognize that pluralism, will remain our way of life in our Federal Government as well as in higher education. We should still be concerned with changes, refinements and some coordination, but we must learn to cope with the diversity of both sets of agencies, public and private. We need systematic dialog with different agencies of government and with different constituencies in American higher education. And I would like very much to suggest that ICA has to be democratic in its approach in the sense of conducting an interface of concerns and programs with all constituencies of American higher education and not with a selected few. The same applies for constituencies interested in precollegiate education.

We have a big mandate. We look forward to assisting ICA in any way we can. Mr. Reinhardt knows this. He has been very much involved in this kind of thinking and has participated actively in some of our workshops with educators in the country on this.

I would offer perhaps two or three more comments, Mr. Chairman, and I would like to close. I would like to say that in the area of linkages with other countries, we have probably one of the greatest gaps confronting us in the United States. Perhaps we can divide the world very, very roughly and superficially—and I am sorry to have to do this—in terms of the poor countries, the middle-income countries, the rich countries. I would say that all three types are having difficulties connecting with us in a very systematic and healthy fashion because in the case of some of the poor countries, the availability of money is a great hindrance in addition to the point of entry between themselves and us.

In the case of the middle-income countries, when AID leaves the country, an educational cooperation vacuum is often created. This needs to be filled. We need to avoid any form of cultural imperialism, yes, but we also need badly to develop educational cooperation programs.

In traveling educationally in a number of countries, I found a great sense of frustration on the part of several countries which have achieved a certain level of takeoff, and which are suddenly cut off from the United States in the educational and cultural realm. This is not to the advantage of the United States and of world peace and should receive serious attention.

I would like to talk about another point. I very much believe that we as educators must be allowed to insulate ourselves from foreign policy considerations. We must be allowed to be active in the Socialist and Communist countries, the non-Socialist countries, the rich countries, the poor countries democracies or dictatorships. Governmental relations may become tense, diplomatic relations may even disappear, but as far as universities and colleges are concerned, it is absolutely vital that they be allowed to work with continuity, and look at 5- and 10-year relationships between our people and theirs irrespective of what the vagaries of foreign policy of the moment might be.

We hope that this will be an important approach and dictum of whatever Federal agencies or private agencies are engaged in international education in the future. It has not always been the case. That is why I believe in mentioning it.

I am referring in my statement to the specific types of programs where the private sector takes the initiative, and there is a very, very valid private sector that should take the initiative in terms of university relations and international development relations. But when it comes to the support of the Federal agencies, there is a vital need for the Federal agencies to support the universities, and the community in the implementation of these international programs. We should also be very concerned with the secondary schools and the elementary schools. I think that this is, again, an area where much greater interchange and interaction might take place with a view to globalizing the attitudes and educational perspective of our teachers as well as of our children.

Faculty development is vitally important in the United States because the mobility of the faculty has diminished in higher education.

Anyway, in summary, I would say that if we must attempt to cope with what I feel is the most important challenge ahead, that of democratizing the educational system so that global attitudes, not rote learning, but global attitudes, and cultural sensitivity will be the way of life for every child in the United States and every college student.

Then I think that we would be using the instruments which we have now much more profitably, and maybe, in some cases, we would not need additional money, although I suspect that you will find it a very good thing to put money into these programs which aim at internationalizing attitudes and curriculums and which are future oriented.

We need to maintain relations with the rest of the world in educational and cultural realms, and we need the support of the Federal agencies and Congress. We need the support of the Executive and, as was pointed out earlier this morning, it so happened in international education that Congress was quite often behind it when the executive branch of the Government was not sufficiently behind it, which shows that we need to have the support of both.

In concluding, with your permission, Mr. Chairman, I would like to take the liberty of saying that it so happens that 3 months ago, the

Supreme Council of the Universities of Egypt and the American Association of State Colleges and Universities have concluded an agreement to cooperate. The American Association of State Colleges and Universities represents 325 State colleges and universities with a combined enrollment of 2½ million students.

We have visiting us in connection with our agreement, the Secretary General of the Supreme Council of the University of Egypt. They have about 12 universities, and the gentleman on my right happens to be responsible for what these universities do, and reports to the Minister of Education. He has also been recently appointed to the new Fulbright Commission in Egypt, the creation of which is a good, positive trend.

Now frankly, this gentleman could have been from Guatemala, from any part of the world. It is his first visit to the Congress of the United States. It is a wonderful opportunity to have him, but the reason I mention all this is that we wish to work with his country, and we wish to work with any country of the world in the interest of the United States and of world peace.

And just with these words, Mr. Chairman, I want to thank you and the members of the committee, and introduce our colleague from overseas, Dr. Shafik Balbaa.

[Mr. Harari's prepared statement follows:]

PREPARED STATEMENT OF MAURICE HARARI, DIRECTOR OF INTERNATIONAL PROGRAMS AND ASSISTANT EXECUTIVE DIRECTOR, AMERICAN ASSOCIATION OF STATE COLLEGES AND UNIVERSITIES

THE CRITICAL IMPERATIVE OF COPING WITH A CHANGING WORLD - WHOSE RESPONSIBILITY? HOW?

> " I know no safe depository of the ultimate powers of the society but the people themselves; and if we think them not enlightened enough to exercise their control with a wholesome discretion, the remedy is not to take it from them, but to inform their discretion".
>
> \- Thomas Jefferson -

I. DEMOCRATIZATION OF INTERNATIONAL EDUCATION

I have chosen this Jeffersonian thought because the major premise of my Statement before this Committee of Congress is that we have reached a point in time when the democratization of international education has truly become essential to our survival as a nation. This assertion needs spelling out.

Let me first clarify that by international education I do not mean some courses in international relations here and there or a few American students studying abroad. I am referring to a dimension which transcends our schools at all levels, the community and the U.S. citizenry in general. I am referring to global attitudes and perspectives and to the development of international-intercultural sensitivity. The democratization of international education is simply that. It means making international education available to all, properly diffused at all levels of our educational institutions and beyond them into the broader community rather than confined to those who take area studies or who can afford the luxury of travel abroad.

Yes, of course, we do need to maintain a cadre of foreign area experts; yes, we do need to encourage international research, but we must now simultaneously address the challenges of globalizing the perspectives of teachers and students in our entire spectrum of education and move much beyond that to the community at large including labor, business, the media and other sectors of U.S. society. In this process, education represents a major resource and instrument for change and it has already been established that our work will be easier the earlier we start with children who acquire so easily the habit of thinking globally and interculturally - i.e. provided variables in their environment, particularly their teachers, are themselves sensitive and experienced in international-intercultural education.

I will avoid the temptation of filling pages of prose attempting to show the need to relate our educational training in schools and colleges to the realities of a changing world. Suffice it to say that the evidence and trends are overwhelming that the

American people have become unmistakably and irrevocably interdependent with the rest of the human race; that the American people will be increasingly involved in multinational, multicultural, multiethnic settings in addressing issues which deeply affect our quality of life, if not our survival; that the decision-making process at the top level of our government agencies, corporations and other institutions needs to be buttressed by an increasingly informed citizenry; and that the convergence of important domestic issues and global issues is increasingly visible. In the words of a distinguished Japanese sociologist and former Minister of Education, Science and Culture in Japan:

> " We have arrived at a stage in world history when the more important and serious problems of every nation are becoming increasingly international and when only minor problems remain national." (1)

Despite the valiant efforts and leadership of many in the private and public sectors, American education has not yet been adequately internationalized in character or sufficiently utilized in globalizing the outlook of the American people. Here again, it is important to underline that I do not conceive of the globalization of education as an additive to the curriculum or a luxury but a dimension which should be institutionalized as an integral part of the pedagogical philosophy of the institution and its curriculum. The obstacles have been many and some should perhaps be listed since they are suggestive of where assistance must come from in the future:

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(1) Michio Nagai, An Owl Before Dusk (Berkeley, Carnegie Commission on Higher Education, 1975) p. 39

OBSTACLES

1) The misconception that international education is a luxury and the elitist character which it has acquired. This obstacle will only be overcome when "access" to international education is universalized or, to put it differently, when international education perspectives are fully integrated in our schools, colleges and community.

2) The inadequate funding of international education at the federal level.

3) The generally inadequate understanding and consequent lack of support of international education at the state and local levels.

4) The insufficient commitment of a number of educational leaders to the true nature and essentiality of global education.

5) The inadequate preparation of teachers sensitive to international-intercultural education.

6) The insufficient interfacing of some colleges and universities with the public schools and with the community at large.

7) The insufficient interfacing of the educational community with such other sectors as business, labor, media.

8) The insufficient ulitization by federal agencies of the enormous diversity of American higher education in developing cooperative educational arrangements with other countries.

9) The insufficient recognition of the critical importance of maintaining U.S. educational relations in all societies

abroad including middle income or poor countries, socialist or non-socialist countries, dictatorships or democracies.

10) The inadequate interfacing of a pluralistic spectrum of federal agencies with a pluralistic academic community.

II. THE CHALLENGE AHEAD: OBJECTIVES, STRATEGIES, IMPLEMENTATION

The foregoing may sound gloomy but I am quite optimistic about the ability of the American people and its leadership in a variety of sectors to meet the challenge. Despite what has been said the record of achievement of the United States is rather impressive. Our system of education and way of life are sufficiently prized to attract over 200,000 foreign students a year; our technology is sought by so many internationally; our social science research is generally excellent - the list is long. If our objectives, however, are to prepare the totality of U.S. society to cope with the realities of a highly interdependent, multicultural world, we must simultaneously democratize international education as well as address the challenge of training the foreign policy expert and the international social science researcher. There should be no choice between the two. We must do both.

The responsibility for assisting universities and colleges as well as public schools in globalizing their "ethos" must be shared by the federal government and the states. What is needed is an increased commitment of both and the development of a partnership consonant with the mandates of both sets of agencies.

In addition to federal and state agencies, America is blessed with an enormous reservoir of voluntary organizations and people of good will at the national and local levels who would enthusiastically welcome the increased concern of federal and state authorities in strengthening the quality of education in the schools and in globalizing the way of life of total communities. The American landscape is dotted with a number of non-governmental organizations dealing with exchanges, curricular materials and other international activities. Many of these organizations, in addition to universities and colleges, are exceptionally well positioned to assist in the broader mandate of democratizing international education throughout our land.

The Fulbright exchange program administered by the Council on the International Exchange of Scholars is highly prized by the U.S. and foreign academic communities. Its funding needs to be increased. More opportunities need to be made available under that program and other vehicles for qualified Americans to go abroad to teach as well as to conduct research. The American scholarly community needs to maintain and strengthen its professional ties with colleagues overseas through this and other programs.

It is probably in the area of international educational linkages more than in any other that educators from overseas currently express disappointment that the American educational market is so hard to tap - that is with appropriate information and guidance. We need to provide a clearer point of entry for the many representatives from other countries (some rich, some poor) seeking information, guidance, brokerage of linkages and funding. Several of the operational international offices of the major educational associations are already attempting to coordinate a more effective response to these needs. A much wider involvement of American educational institutions of all types is highly desirable. The value of such linkages is immeasurable to the U.S. college and university. The assistance of federal agencies in the programmatic development of such linkages is necessary, especially since most of the funding for the non-U.S. party to the link comes from a "Ministry of Education". Where does our counterpart obligation rest?

We need to experiment with a variety of consortia arrangements, including those developed by associations of higher education on behalf of their constituencies. To illustrate from the experience of the American Association of State Colleges and Universities, I am glad to report the existence of an arrangement between that Association of 325 state colleges and universities representing 25% of all students in American higher education and Argentina. Groups of 40 Argentine teachers in mid-career visit our institutions for a semester and learn intensively from the university faculty members as well as through visits to schools and interviews with educational administrators. The American professors from our institutions visit Argentina in return. The funding of the Argentinians coming to the U.S. is covered by their Ministry of Education but our own professors are financially handicapped unless they are on sabbatical and this is not easy to obtain. Needless to say, the impact of such a program on the American people and the people of Argentina is enormous and will last much much longer than the current governments of both countries. The program represents a long term investment in building international understanding and mutual respect between people, between professionals, across national boundaries.

As another illustration, AASCU has recently entered into an Agreement for cooperation with the Supreme Council of Universities of Egypt. There is much which both the U.S. and Egypt should gain from this collaboration but this will depend in large measure on the concern and support of federal agencies.

These examples are cited as perhaps typical of the multitude of possibilities of enriching U.S. society culturally and educationally, of contributing to international development, of developing through continuous and professional relationships the type of understanding which is so essential as a genuine foundation for a more peaceful world. Yet, to be successful, these cooperative arrangements require more than the commitment of the educational institutions involved. They require the support of appropriate federal and state agencies and can be enormously assisted by a sympathetic and internationally attuned local community.

I must also emphasize the great need for U.S. education to be able to conduct its cooperative relations overseas in insulation from the daily fluctuations of foreign policy. Educational relations conducted internationally on the basis of common objectives need the security of that insulation to survive and represent the best type of long term public diplomacy we can engage in.

We greatly welcome the new mandate of the International Communication Agency and its new leadership inspires confidence. Ambassador John Reinhardt and Dr. Alice Illchman who is particularly concerned with the educational area, are capable individuals. The largest single ally and instrument in enabling ICA to discharge its educational mandate in the U.S. and abroad are probably our universities. We look forward to consulting and being consulted by ICA. The pluralism of American higher education makes it necessary for ICA, if it is to be successful, to relate directly with and to involve all segments of higher education in the implementation of its objectives. Because of its new mandate ICA will need to democratize its approach to American higher education and to many other intermediary vehicles within and outside education. The balanced involvement of American higher education in relating to the American public as well as to overseas should strengthen the entire ICA effort and should make much more credible and successful our linkages and other efforts overseas.

While the mandate of ICA to provide some coordination in the international activities of federal agencies is appreciated and approved of, it is highly unlikely that centralized control or a monolithic federal approach to international programs will ever evolve. It is equally clear that the emergence of an organizational

Czar of international education representing the private sector is equally unrealistic and indeed undesirable. The diversity of American higher education associations, plus the many groups representing the pre-collegiate levels of education, and the multitude of non-governmental organizations engaged in international exchanges and other activities are eloquent testimony to that effect. This does not mean that a great deal of meaningful cooperation cannot be achieved. In essence, we must learn to cope with the pluralism of both the private and public sectors and to do much better in coping, in cooperating amongst groups of agencies here and there, in filling the gaps and in taking advantage of our strengths.

The O.E. division charged with the implementation of NDEA Title VI has performed well despite the increasing constraints of budget and staff. The democratization of international education articulated earlier through NDEA VI has taken place in small part through the development of outreach programs but this remains too small in too confined a total budget. I strongly recommend that NDEA Title VI funding be increased substantially. I recommend this course for the next few years as superior to that of integrating NDEA Title VI in the new ICA. We need substantial congressional backing of a well-funded NDEA Title VI instead of the yearly crisis threatening its demise.

I would also single out the need for an increasing number of faculty development programs around the country. An illustration would be the NEH-AASCU sponsored Institute on "Modernization and Social Change in Asia" which took place in Texas in June 1978. With the mobility of faculty in higher education considerably reduced, we must provide generalists, especially those in the humanities and the social sciences, teaching mostly at the undergraduate levels and who are not foreign area specialists, with an opportunity to broaden and deepen their knowledge of different cultures. The teachers in our elementary and secondary schools also are desperately in need of such opportunities. The encouragement of school principals, superintendents, state departments of education, deans, presidents and others are essential to teachers and professors. Commitment must be generated and translated into incentives for the principal agents of change in education - school teachers and college faculty. The partnership of federal and state in encouraging and supporting international education is essential.

At the state level, I urge that the globalization of education be considered in the planning process and established as a priority and as an essential ingredient to quality education. Whether it is called a basic skill, global literacy, or something else, the inculcation of the habit to think globally and to appreciate other cultures and their dynamic inter-relationship is the best antidote against parochialism and ethnocentrism. Surely these last two evil manifestations are worth alleviating. Federal and state authorities need to develop their joint participation and support of these objectives.

It is also suggested that consideration be given seriously to farming out, whenever possible, to qualified intermediary bodies the implementation of programs. This would enable federal and state agencies to increase their quality control and monitoring and not to be over-absorbed by operational detail and possible conflict of interest in evaluation.

The tie between ethnicity and international-intercultural studies should not be neglected and represents an area of great potential about which we know little. The ethnic diversity of the American people should provide us with an excellent base and stimulus for better cross-cultural understanding and appreciation of the intercultural dimension of our world. The presence of so many students and visitors from other countries in our midst represents additional and unparalleled opportunities to learn about other cultures and societies. Are we taking full advantage of these opportunities which exist at our very doorstep?

In short, I would contend that the national interest of the United States distinctly calls for an American citizenry attuned to global perspectives and to the gut issues of survival, including such issues as population, food, energy, pollution and international conflict. Our educational system has a key role to play in providing adequate training for the future and in shaping attitudes. The convergence of major domestic and international issues needs to be illuminated and can be increasingly illustrated by listening to

TV news or reading the Washington Post. The American people need increasingly to weigh in with respect to political, economic and social issues which affect the very survival of the human race.

III. CONCLUSIONS

To summarize I would recommend:

1) Systematic planning and implementation of the democratization of international education for the benefit of all of U.S. society.

2) The generation of increased commitment and funding of international education at the federal, state and local levels. It must be stressed, however, that international relations are and must remain a basic responsibility of the federal agencies of government.

3) The systematic strengthening of the interfacing of federal agencies, especially the new ICA, with the different segments of American higher education as well as a number of groups within and outside education.

4) The insulation of educational and cultural relations from the fluctuations of foreign policy.

5) The support of university linkages with other societies through a diversity of arrangements including universities, associations and other intermediary vehicles.

6) The increase of opportunities for international exchanges and for faculty experiences abroad in teaching and research.

7) The more systematic use of the educational community both as a receiver of international-intercultural content as well as a resource base to impact the broader community.

8) The support of programs aimed at assisting teachers and

faculty in a diversity of schools to equip themselves internationally and to function more effectively in their teaching at home and in cooperative programs abroad.

9) The full realization that the national interest of the United States calls for an American citizenry attuned to global perspectives and to the gut issues of the survival of the human race. Yes, we have a powerful obligation to heed Jefferson's dictum in remembering that there is no safe depository of the ultimate powers of society but the people themselves and that if we do not think them "enlightened enough to exercise their control with a wholesome discretion, the remedy is not to take it from them, but to inform their discretion".

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Mr. Fascell. Well, thank you very much, Dr. Harari.

We are delighted to welcome Dr. Balbaa here today.

Perhaps you would like to comment at this point, Dr. Balbaa. We would certainly be happy to hear from you.

STATEMENT OF SHAFIK BALBAA, SECRETARY GENERAL, SUPREME COUNCIL OF UNIVERSITIES IN EGYPT

Mr. Balbaa. Thank you very much, Mr. Chairman, for giving me the opportunity to attend this very interesting meeting. As a matter of fact, I thank Dr. Harari for his kind words.

I think that the function of this committee is very important because it is touching one of the very important things which brings countries together.

As I see the cultural relations between nations, it is considered to be one of the most important relations, and I see that it is more important even than economic or political relations because it is very lasting. You know that politics goes here and there, kicks up and down, but the fingerprints of culture, in any nation, are an everlasting kind of relationship.

The United States has a very leading and outstanding goal in education, in research, and in many countries, it is considered to be a motor, as a matter of fact.

This does not mean that other countries copy from the United States. Every country has its own differences, and maybe what is very successful in the United States may not be successful in another country because of the differences in heritage, culture, history, et cetera. But as I said, this could be not about copying, but taking the pertaining points from this society which will be useful, or which could be made use of in the other country.

This leading growth of the United States, I think, leaves the United States with some commitment to the other communities of the world. I think that cooperation is a kind of two-way traffic. Of course, perhaps one of the parties, one of the receiving parties might be getting more than the United States, but still, I think that there are some fields in which, no doubt, the United States can benefit.

If we speak about the Arabic language, for example, I do not think that the United States can compete with the Arab countries in that language or in Middle Eastern studies, or the archeological studies, or things of this sort such as practice in tropical medicine. There are so many fields of research and education.

Of course, there are many fields which you have here from which we can benefit in educational technology, and advances in science and technology, et cetera. I think this is very important because, with this type of development, they end up with more understanding between the nations and, ultimately, with peace.

I think that this is perhaps one of the main goals for cooperation between nations—especially between the developed nations and the developing nations—that they will fulfill one of the very important points for the welfare of mankind which is peace and more understanding and good health, a healthier world than we are living in today.

As a matter of fact, the relations between us, the cultural relationship between Egypt and the United States, has not been a new kind of relationship. It has been long going on and has been especially emphasized after World War II. So many students from our university, or graduates from the university with bachelor or master's degrees have come since that time, and still they are coming to this country, being admitted to many of the universities. They have returned with more understanding of the American type of education, the American type of life or the system. I have been a student at the University of Florida at Gainesville, Fla. I have benefited from the total scene in analyzing, and then going back to my country. Communicating with so many students and so many colleges I think is very useful and I have benefited much. I am indebted to the University of Florida.

As Dr. Harari has mentioned, we have presently about 17 presidents of universities of the United States who are members of AASCU, the American Association of State Colleges and Universities, who have spent about 7 days with us. They visited our university and we have been communicating together. We have been discussing things with these individuals, who I said we have been privileged and happy to have with us. This has been concluded by a kind of agreement to let us begin to cooperate and communicate. I think that this is very useful.

Of course, to start this type of cooperation, we need support. I do not think many of these universities can afford to send, or to receive, or to cooperate. However, we have been receiving help from AID in Egypt in these matters. And this is something which we appreciate very much.

I do not want to take much of the precious time of this distinguished committee. And with that understanding, I thank you very much again for allowing me to attend this hearing. Thank you so much.

Mr. Fascell. Dr. Balbaa, I thank you very much. It has been a privilege for us.

We are delighted to learn of the actions taken and the agreement. I agree with you. I think it is extremely worthwhile. And ultimately, in the relationships between any people, you have to start there I think.

Mrs. Meyner?

Mrs. Meyner. Yes; thank you, Mr. Chairman.

Mr. Balbaa, thank you for your statement. I am very much interested in what you are dealing with. I have a friend who taught at the American university in Cairo, which I think is certainly a good public relations arm of the United States in Egypt. I am particularly interested in what you said.

Dr. Harari, I also thank you for your excellent testimony. I think you are absolutely right, that we have got to put more emphasis on global attitudes, and on looking at things internationally, and cultural dynamics.

Last week it was pointed out in this subcommittee in testimony that Americans really do not realize that a decision made in Riyadh will affect what we all pay for gas, or that the bad harvest in Brazil will affect what we all pay for a cup of coffee.

I point out that this has become a very interdependent world community, and that foreign policy issues, just like domestic ones, have become everybody's business. I think that should be emphasized in the way you have emphasized it in the field of education.

You have mentioned the need to inject a greater international education perspective into the American schools and colleges and communities. But how do you really do that, and also, what would you consider adequate funding for international education? We have been talking about this, and I have a feeling of frustration. It is hard to know how to expand it.

Mr. **Harari.** Yes; thank you very much for your comments, Mrs. Meyner. I appreciate the question. I have tried to summarize my recommendations in my testimony.

Of course, it is a hard question. It is a difficult question. Let me take a stab at it. Of course, there are several levels. There is the elementary and the secondary level, and higher, which should be divided between undergraduate and then beyond graduate and professional.

I believe that if you take the planning process through which a university goes, or should go, the important thing is to promote a consensus-building process within the universities where four or five or six priorities are agreed to through such a process for the university to adopt. To put it directly, what is the international role of the university? Is it to send 20 students to Europe, 2 or 3 or 4 to Africa, 2 or 3 to Florida? That is not international. That is just picking a little bit of the international area.

It should not be that of receiving just a few people from other countries or of teaching an esoteric language. I am talking about the real commitment of the universities being developed through that process, a commitment which is anchored at the top and at the grassroots.

When we visit a campus, it does not take longer than 24 hours, if that, to really know whether it is international or not, if the administration is giving lip service to the international field, or if the international dimension is an integral part of the ethos of the university.

We have a center in Washington called the Resource Center for Planned Change, which has devised an excellent paradigm in terms of planning education in the future. How do you plan for the future of our students today?

As has been shown, you cannot really plan cogently and coherently and responsibly in the university today unless you attempt to understand and identify the future type of world in which our students will live. I would say the same goes for the elementary and the secondary schools. You cannot plan for the colleges or the universities if you do not involve the facility in thinking in terms of what is happening in the society around you, regionally and nationally and internationally, and taking into consideration what your region and the world are supposed to look like 10 or 20 years from now. Ten years is a good target.

This particular study of the Resource Center for Planned Change is talking about what changes are likely to occur in terms of our social values and how they are likely to change; what our planetary and physical surrounding trends are; this kind of analysis. And if you have these plotted, you will come up with a very reasonable paradigm of what the university might then need to address in its programs.

I would be glad to give the reference on this study to the members of the staff because it is excellent. But it just gives an answer to the kind of thing that you very, very correctly are asking. How does the university, through this process, put "international" on its map. The same thing should be applied to the secondary schools and the elementary schools.

We found out through other studies that by the age of 7, our children are socialized in their attitudes. Ninety-five percent of the teachers in the United States have not been exposed to the non-Western cultures through either study in the United States or through educational conferences overseas.

I have three children going to school. We all have children. How many of them have had exposure to the cultures of the rest of the world? Our school teachers are generally superb but they are severely limited in educating our children if 95 percent of them have not been exposed to the non-Western world. By the time our children are 7 or 8, their attitudes are socialized. Some of them, too many of them, begin to think that we Americans are superior to the African, or superior to other people ethnically or religionwise instead of trying to understand that there is diversity.

I do emphasize, Mrs. Meyner, that perhaps the answer to your question lies in the very systematic consensus building in favor of the global dimension at all levels of education. The funding has to follow this commitment. It cannot come beforehand, but if we do this job, I am quite sure that most teachers can include this in the curriculum themselves. Those who have been to Africa for even 2 months are able to introduce in the talks something about Africa, and the kids can say: "In Senegal, do you know that they talk French?" At least they know that Senegal is in the African Continent, not in the middle of Europe or Latin America.

At the professional level, there have been surveys in terms of how many students in the high schools could identify which was a particular country. Out of four that were named, about 50 percent could not choose correctly the Arab country among these choices: Mexico, India, Israel and Egypt. This is very bad, but it is what I call "static ignorance". It does not worry me as much as the ignorance of the dynamics of the interrelationships of the people and cultures of the world. We should try to inculcate this. The teachers at the schools, the superintendents, the chiefs of the schools at all levels show increasing recognition of the importance of this, and they are in the process of trying to do it, but they need your help. They need everybody's help.

Mrs. MEYNER. Thank you very much.

Mr. FASCELL. Mr. Buchanan.

Mr. BUCHANAN. Thank you, Mr. Chairman.

I want to thank you both for the very fascinating testimony you have presented. You are challenging us too I think, which is very unusual around here.

Mrs. MEYNER. That hurts.

Mr. FASCELL. Speak for yourself, John. [Laughter.]

Mr. BUCHANAN. I have long felt, and maybe this is prejudice because it pertains to one of the disciplines to which I was somewhat exposed, but I always felt that if one were going to be an educated person and really know anything about anything, one has to have at least some knowledge of history so that you understand something of the world, and what has been happening, and you can get a little better perspective as to where you are.

I really think that you have, in fact, challenged us to take a harder look at what we are doing in this very important area. I expect that we Americans are often, on an average, very, very dimly aware of the world in which we live. Staff just handed me a statement to the effect that a recent poll indicated that a number of students thought that Golda Meir was the President of Egypt, for example.

Mr. HARARI. That is right. That might be one way of settling the problem in the Middel East! [Laughter.]

Mr. BUCHANAN. Also, in the staff office of the subcommittee our staff director has put up a cover from the New Yorker, showing a New Yorker's perspective of the world, of the country. You have New York taking up half of the country, the rest of the country taking up the rest, and there is a small ocean, and everybody disappears in the midst.

I just want to thank you for your presence, for your very challenging testimony. And since time is of the essence, I will not pursue any more questions, Mr. Chairman. You have caused me to think, as painful as it is. I thank you for it.

Mr. HARARI. Thank you, Mr. Buchanan.

Mr. FASCELL. Gentlemen, thank you very much. We appreciate your coming here to help us out.

Dr. Balbaa, we are very happy to have you with us today, and wish you the best.

Mr. BALBOA. Thank you.

Mr. HARARI. Thank you, Mr. Chairman.

Mr. FASCELL. Mr. Ryan is on the House floor, and I suspect that all of us will be shortly, but since he specifically wanted to be here when you testified, Mr. Rutherford, I am going to move things around until he gets back, and call on Hon. John Richardson who is an old friend of the subcommittee. He is the former Assistant Secretary of State, Bureau of Educational and Cultural Affairs, and now president of Youth for Understanding, and has been associated with both the School of Foreign Service and the Center for Strategic and International Studies at Georgetown University.

He and I have been discussing this matter and related matters for the last 20 years. Mr. Richardson is always amazing because he always turns up doing something in some sphere of activity that we happen to be interested in, and always running it, and besides that, he is full of ideas. So we pick his brain constantly.

We are delighted to have you here, John.

STATEMENT OF HON. JOHN RICHARDSON, PRESIDENT OF YOUTH FOR UNDERSTANDING

Mr. RICHARDSON. Thank you very much, Mr. Chairman.

In view of the hour, I thought I might just try to confine myself to a couple of specific suggestions for areas of emphasis in international education. I will even restrain myself from commenting on the organization of the Federal branch unless I am forced to do so.

I would like to suggest that there are two dimensions of international education which are not adequately focused on by either the Congress or the executive branch in this country, and which are important to our national security and our capacity to pursue our goals in the world. I refer to informal and experiential education, and education at the elementary and secondary levels.

By informal and experiential education, I mean the ways in which most of us learn most of what we know, which is by doing things, by relating to other people, by working, by organizing, by taking part in communities of interests as well as geographic communities, by taking part in communities of common concern, by having interpersonal experiences which challenge, stimulate, frustrate us. These are, obviously, the ways we learn most of what we know, including the ways we learn how to learn, and it is necessary to pay attention to them if we are to help ourselves and the country function effectively in world affairs.

I am not about to put down a university education, or a graduate education, or any other kind of formal education, but it seems to me that if the Government of the United States is serious about trying to help the American people and the country to function more purposefully and effectively in world affairs for our various—we hope reasonably—good purposes, then we have to look at education in a broader way than simply at the formal educational system.

I agree precisely with the goals that Mr. Balbaa and Mr. Harari enunciated, and with the broad sense of the ways they suggested that we should approach those goals. As Mr. Harari suggested, we can indeed make progress by infusing broadly into formal education at all levels the kinds of sensitivity, awareness, and understandings about the future and the kind of world that is emerging; but I would emphasize also that the Members of Congress who go abroad for serious purposes which most Members of Congress do most of the time——

Mrs. MEYNER. Certainly.

Mr. RICHARDSON [continuing]. Are themselves engaged in an educational process which is absolutely critical to the Republic.

I would suggest also that American journalists who belong to associations which have international activities through which they interface with journalists from other countries, and who develop a higher level of professionalism in journalism through formal and informal and every other kind of education, are engaging in international education of a very important sort. They are engaging in very high leverage activity affecting the interpolitical and civic culture in this country and in other countries. This adaptation and convergence of civic and political cultures is really what we are talking about, I think, when we assert that we are contributing to international education for the broad national purposes which you as American leaders are most concerned with.

Sure, we have to have experts. Sure, we have to have professionals, but most of all we have to have a nation capable of functioning in the emerging world system. We have to have a nation, therefore, which is capable of appreciating the differences among peoples, as Dr. Harari said, and capable of appreciating not only the differences in culture, but the differences in the ideologies, the differences in power situations, differences in antecedents, the differences in ways of thinking which bring about different perspectives and perceptions.

Now, in order to achieve this, there are, I think, two simple emphases that tend to be overlooked, one programmatic emphasis that I am currently engaged in—almost entirely a privately sponsored activity—is the exchange of high school students between this country and other countries for home stays with families for either the summer, or for a year's experience, which includes attending school in another society.

The particular organization that I am connected with now, Youth for Understanding—I have just been president since yesterday, Mr.

Fascell—is engaged in the exchange of over 7,000 such students each year with other countries. The other largest program of its kind in this country, American Field Service, does a similar job. So you have right there 15,000 young people selected because they are exceptionally capable and exceptionally qualified to live and learn in another culture, and they will be becoming leaders, most of them.

Those kids, 15,000 of them, each year are having the opportunity to live not just in another culture, but inside a family in another culture, which is a very different thing. They really get the feeling of that culture, and they are changed when they come back, not just with respect to understanding that culture, but with respect to understanding their own culture, their own nation, and their own society, and usually, with a much higher respect for their own system when they return. My own children went through such a program some years ago, and my wife and I have had foreign students in our home.

After nearly 8 years of responsibility for the bureaucratic side of our cultural relations, I still think these teenage exchange programs—the Experiment in International Living is another major one with a long history of high-quality performance—are maybe more powerful in terms of pervasiveness and effectiveness in their impact on those families that take these students, in their effect on the communities where the student goes here and abroad, than any other cultural relations program.

There are large numbers of people involved. They are carried out almost entirely with private money. The families themselves, the communities, volunteers, pay to send the students and arrange to take care of them. The U.S. Government makes a very small contribution—it could and should be larger—to make the job of those organizations easier and to help maintain standards. That is one vital kind of experiential education.

It is not the formal learning in such an experience that is important. It is living in that family, and getting the feel of that culture and that society, and a perspective on one's own. The outcome is a positive feeling, an attachment, a desire to relate, to learn more, to deepen appreciation. It is the feeling that is important. It is the feeling part of the experience which is often underrated in comparison with the acquisition of knowledge.

I have mentioned the significance of the transnational professional activity of journalists. I have mentioned the exchanges of high school age youth as examples of organized effort resulting in significant intercultural learning. Another kind of experiential training that is enormously important is the education of politicians. I have in mind the organized effort, not just of a Congressman to take part in a parliamentary meeting abroad, but the organized efforts of politicians at various levels in various countries to meet with each other, to think about common problems, to confront differences in outlook, ideology, and interest. It is enormously important education and there is far too little of it. Most rising young American politicians and many in leadership positions today have no real feel, based on experience, of other peoples, cultures, ideologies, ways of life. Just because it is informal does not mean that it is unimportant international education.

Business activity which involves living, working and training, and learning the language in another country is another kind of international education which ICA and other agencies of the Government ought to be very well aware of. They ought to be careful to see what they can do to encourage and improve the standards, and to interest top management in improving their own learning capacities here and abroad, to do all that they can do to improve the quality of the learning experiences for the benefit of both business and our nation. Little has been done in the past: A little was started when I was in the Government. Much more can be done.

The national and international voluntary agencies through which this country plays so large a part in the world scene, all kinds of special-interest agencies which have humanitarian or esthetic or scientific or other professional concerns, that whole spectrum of American voluntary agencies which are increasingly international in their scope; these also increasingly impact in important ways on the learning of people in other countries as well as our own about emerging realities.

I think that the ICA ought to be very much concerned with those agencies as an instrument of international education, both in this country and abroad. The League of Women Voters, for example, is fundamentally an educational organization. It is educating people about the world, educating adults who, right at the moment, had better be educated if we are going to survive, if we are going to have children or grandchildren who have an opportunity for a decent life. So there is another adult education program that ought to be of interest to anybody concerned with international education. And you add to these some of the ones that you or I may think of because you or I have personally been involved. The International Rescue Committee which helps refugees and educates Americans about the causes of refugee problems. Freedom House educates people around the world on the criteria for evaluating the level of freedom in any particular country.

The particular area that I want to be sure to mention before that bell gets to you, and we go to lunch is the area of professional activity in the communications field other than journalism. I have already suggested there should be encouragement from the Government in the promotion of the professional activity of journalists. But we ought also to encourage a broad range of educational activity by those outside journalism in television, radio, and film; they can help with respect to the study of languages, with cultural learning, with the development of better transnational communications systems at all levels, and indeed with the study of human communication at all levels. These are areas for transnational and international study and cooperation which have a very high leverage impact on the way, ultimately, that the civic and political culture here and abroad will develop nationally and internationally.

If you affect the learning outlook of today's leadership, you will get somewhere, and if you affect, second, in a broad way, the education of the young people in our schools, in the elementary and secondary schools, you will get somewhere.

Now, the question was asked before: What can you in Congress do about it? Title VI of the National Defense Education Act, as it stands, has a citizens' education authorization that is not funded, and I know that it is not the business of this committee to directly deal with that, but I know you are interested. It is sitting there waiting to be used. It would permit, for example, help to the kind of curriculum development and institutional stimulation and demonstration modeling which have been pioneered by a number of organizations, notably Global Perspective in Education, Inc. (with which I am directly concerned). I believe you are going to hear from them, or somebody who speaks for them. I will not go into that.

There are all kinds of models of curricula being developed for educating children for the world with which they will have to cope. Mr. Harari was getting at this. It is not only a question of the Office of Education being for it, to be in favor of it. The Commissioner has been for it, but he has not yet found the way to get action. The OMB questions it. The Congress is for it, but each year the administration comes up, and does not ask for it, and each year it has to be fought through the Congress. This year it is a question of whether OE will get $1 million for citizens' education which, in this field, would be enormous because there is now almost no money for it from the Federal Government at all that is appropriated for global education.

And then you add the possibilities for the experiential education of the educational hierarchy in this country: The chief State school officers (whom we in State and OE did begin to cooperate with when I was in the Government), the superintendents at the community levels, the professional education association structure and the key people in the whole huge formal educational system, many of whom have never been out of the country.

If you decide it is important, there is plenty to do with money in terms of providing experiential education for individuals with a very high leverage on the way we learn how to relate to the rest of the world.

Thank you, Mr. Chairman.

Mr. FASCELL. Mr. Ryan.

Mr. RYAN. Mr. Richardson, I would like to apologize for not being here when you were speaking on the floor, and my failure to have time to introduce one of the witnesses this morning who, I am sure, would have some useful testimony, Mr. Jim Rutherford, who has been a friend of mine for, I will not admit how long.

Still, anyway, he is here to testify. I notice that the quorum bell has rung. I presume the chair will adjourn the meeting.

I would like to know if it is possible for us to include Mr. Rutherford.

Mr. FASCELL. Well, I was planning either to stay, or go to lunch and come back. I do not know what you are going to do.

Mr. RYAN. We have to answer the quorum call.

Mr. FASCELL. That would not take very long. He has been here this long.

Mr. RYAN. He has to go somewhere.

Mr. FASCELL. I am sorry, Dr. Rutherford, if I fouled up your schedule. We will be glad to include you at another time, by all means, unless you want to put your statement in the record at this point. If this is agreeable with you, we will certainly do that.

If, in the future, you get some time and you feel as if you would like to come up and testify, I would be delighted to have you. I am sorry if we fouled you up. I thought I was doing Mr. Ryan a favor.

Mr. RYAN. I think maybe I will not pursue that.

I have known Dr. Rutherford for a very long period of time. He is a friend to educators, national science.

I would really appreciate it if, at a later time, he can be invited.

Mr. **Fascell.** By all means.

Mr. **Ryan.** I think his comments would be worthwhile for the committee.

Mr. **Fascell.** Mr. Richardson, thank you for your testimony. Mr. Buchanan.

Mr. **Buchanan.** Thank you.

I, too, thank you for your very expert testimony. I think you have made some excellent suggestions.

I wonder if anybody knows exactly what the private entities are doing. When you put them all together, your numbers are as high as AID's figures for people who are educating and training in this country. In one way, twice as high.

Mr. **Richardson.** Nobody does, Mr. Buchanan. It is very difficult to make an inventory on that. We did make a stab at it when I was in the Government. It is very difficult to make an inventory of private activity in this field in the country, for one thing, because everybody's definition differs. Also, they should differ. Everybody has a different idea of what to include in "international education," because people have different objectives, functions in their minds.

It is very hard to get figures, for example, on how much business training non-Americans are getting; how much business training there is abroad of Americans. These are terribly hard to get at, and yet, they are very important. Just because we cannot get at them in terms of the number is not a good reason, in my view, not to try to understand the systems of which they are a part, and not to try to identify points in the Government where a little shove, a little reinforcement, can make a big difference in terms of both the quality of educating which is to be had, and the volume of educating which is to be done. That is the Government's job, to find those points in the whole nongovernment and nonforeign affairs area where a little encouragement of a moderate sort, meaning a small amount of resources, a little leadership, or a little catalytic activity can make a big difference.

Mr. **Buchanan.** Thank you, sir.

Mr. **Fascell.** Well, how about reverse experiential education, John. We are not doing much of that, are we, as far as the Government is concerned.

Mr. **Richardson.** By "reverse," you mean what?

Mr. **Fascell.** Bringing people here.

Mr. **Richardson.** For experience in this country?

Mr. **Fascell.** Right.

Mr. **Richardson.** Now, after all these years, the thing I worry most about is us. I am more concerned about us because in the first place, we are the most influential determinant in the world of the way the world goes. We have more influence on events than anybody.

Mr. **Fascell.** You are more concerned about teaching us than other people.

Mr. **Richardson.** Yes; that should be the No. 1 priority. No. 2 is to teach other people. But the foreign affairs agencies of the Government, traditionally, are more concerned with teaching other people. And the domestic agencies traditionally are uninterested in educating us about the world.

That is one reason I would lean against emphasis on teaching others. We have underestimated our own influence and power in the world and, therefore, we have underestimated the significance of educating ourselves.

Mr. **Fascell.** OK. I want to thank you very much, John. It is always nice to hear from you.

The subcommittee stands adjourned subject to the call of the Chair.

[Whereupon, at 12:24 p.m., the subcommittee adjourned, subject to the call of the Chair.]

THE FUTURE OF INTERNATIONAL EDUCATION

THURSDAY, JULY 27, 1978

House of Representatives,
Committee on International Relations,
Subcommittee on International Operations,
Washington, D.C.

The subcommittee met at 11 a.m., in room 2255, Rayburn House Office Building, Hon. Dante B. Fascell (chairman of the subcommittee), presiding.

Mr. Fascell. The subcommittee will come to order.

This morning we continue our oversight hearings on "The Future of International Education." Our witnesses today represent the academic community and will give us their perspectives on the involvement of the private sector and State and local government in the broad field of international education, research, and training.

Our witnesses are Dr. Roy Nichols of the Birmingham city schools, Mr. William A. Delano, director for governmental relations and public support at the Center for Global Perspectives, and Dr. Harold Gould, professor of South Asian studies at the University of Illinois.

Dr. Gould, would you like to come up and start this proceeding off? We are delighted to have you here.

STATEMENT OF HAROLD GOULD, PROFESSOR OF SOUTH ASIAN STUDIES, UNIVERSITY OF ILLINOIS

Mr. Gould. Thank you.

When I was asked if I could come up and talk to your subcommittee about this problem—and I call it a problem of what we do with international education today—I decided for a number of reasons not to try to write testimony, but to prepare a few notes and try to talk a little bit about the situation as I see it.

Mr. Fascell. Good.

Mr. Gould. I hope it will raise some questions and that we can bring out some things through a little bit of a dialog.

Mr. Fascell. That is the whole purpose of these hearings. We didn't have any particular legislative intent in mind.

Mr. Gould. Fine.

My view of international education has been developed over about the last 10 years, particularly and primarily through, or in the context of, the so-called language and area studies centers. I have been involved with the one at the University of Illinois for about 8 years, and I have been directing it for the last 2 years. I think it is typical of the kinds of operations that these centers have come to represent, and I think it is also typical of the problems that we are having developing the kinds of new thrusts that I think we need in these kinds of programs, and the kind of linkages I think we need to have for these programs to other kinds of international activities.

What I mean by that is that when programs like mine were created, through the old National Defense Education Act—really in 1960 is when it began—the goal was to create a pool of experts on key world areas for the purpose of providing people who could advise the Government, teach more people to be experts on foreign areas. In the cold war context it was felt we knew nothing about many of the major world areas and consequently we had to produce this pool of expertise.

Mr. FASCELL. We certainly did, I will tell you that. We produced a lot of them.

Mr. GOULD. We produced quite a few.

Mr. FASCELL. I know in the Latin area we have got more Latinists than there are people. I don't know about any other area.

Mr. GOULD. I think what we can say is that we did that job. I think we built the kinds of structures, the kinds of institutions, that were capable of doing that job. I think when you weed out the marginals, and so on, that what you have ended up with is a pretty solid core of reasonably competent experts in most of these major world areas. But we think—and I had always thought, anyway, from the beginning—that there was another job that these international studies programs really had to begin to address themselves to, and that is what I would call the illiteracy of the American population about international things.

I think all of us who have been involved in these programs have really been appalled over the last few years as we have seen in so many different contexts, both in the context of universities as well as in other walks of life, how abysmally ignorant people are of the world around them. It isn't merely the fact that very few Americans know any languages. They don't even know European languages, let alone languages beyond the European context. I noticed in some testimony that Paul Simon generated here recently, one of his experts said that there were 500 million people who speak the language called Hindi in India, and only 300 Americans who can speak it. I am one of the 300.

Mr. FASCELL. I was just going to say I notice you have Hindustani, Hindi, Sanskrit, French. What else?

Mr. GOULD. What else?

Mr. RYAN. Anything else with that?

Mr. GOULD. No; in fact, you ought to try and hide that, I think this is pertinent. I think it is bad that Americans have not learned more widely foreign languages because it is a symbolization of the kind of provincialism and isolationism which I think plagues the country.

I have always felt, since I got into this profession, that these language and area centers had a role to play in this wider educational endeavor. I think primarily it is to now build on these structures that we have got—that used to really concentrate on the producing of experts.

I think we should go on doing that, but I think we should now develop programs that reach out into the elementary and secondary schools, on the one hand, and into the professions and the general public on the other. There are lots of institutions available through which this can be done. There are lots of pathways and media through which this can be done. We have begun the task somewhat.

Two and a half years ago, when the new legislation and appropriations for language and area centers was provided, there was a mandate in there that at least 15 percent of these center budgets be devoted to this kind of activity. The University of Illinois I think is almost a model of what one can do with these limited resources. We have hired a full time what we call outreach coordinator, and we did it, I think, in a very unconventional way.

We didn't hire an expert on Asia and tell her to go out and teach Asian things in the public schools. We hired a crackerjack public school teacher, brought her into the center on the assumption that she knew something about how you teach something below the collegiate level, and we are teaching her the Asian subject matter and she is doing a sensational job.

She has brought Chinese and Japanese culture and language into the school systems in the Champaign-Urbana area, and more generally in the Illinois area. She has produced a manual for teaching that can be used nationally, and is being used. It is selling like hotcakes. In fact, I got in trouble with my administration over it because we were kind of laundering the money for more outreach and the administration didn't like it.

We think that this is one of the directions that we need to take. It is being undertaken on a fairly modest scale. Another direction that we think needs to be taken is into the professions. We are developing a program which we call Business Services Outreach, and we are going to develop, I think by next year, a program which will provide language and cultural training to American businessmen who have to go into Asia.

We need this if we are going to compete meaningfully and effectively with the Japanese. I saw a statistic here recently—I think it might again have come out of Paul Simon's office—that said that whereas there are, what is it, 3,000 or 4,000 Japanese businessmen in New York, there are only a few hundred in Japan. The Japanese businessmen speak English and probably not more than one in 100 of those American businessmen who are in Japan can speak any Japanese. I know. I was just in Japan. I met some of them. These are the kinds of disabilities that I think this country suffers from in the international area that really have got to be seriously attacked.

I think one of the problems is that international education has become like motherhood and goodness. Everybody agrees that it is the right thing to do. "We have just got to do something about international education!" they will say. When it comes time to build the institutions, to provide the funds that are needed to do the job, however, we have not been as successful in getting commitments.

I don't mean only from the Government, either. I mean from the foundations. The Ford Foundation and others have backed out of this area, which I think was a mistake on their part, but it is the problem of their internal "corporate" politics.

I think in the university, at the college level, the problem there has been, of course, the so-called budget crisis. It is much more difficult to get university administrations to commit resources to these kinds of enterprises, as important as everybody concedes that they are. We have found more success in getting local school boards, universities and colleges, to make commitments like this, when it is in partnership with the government through acts like the National Defense Education Act.

Now we think a step further is implied in this recently authorized section 603 of NDEA–6. Here there is a much stronger, broader mandate for taking the kind of expertise that we have generated through this NDEA–6 program, and moving it out into much more general kinds of educational endeavors. Those of us in the language and area studies profession in its narrowest sense like this section or at least most of us do. We have, I think, a lot of views about how there can be linkages between the centers and these other programs.

One of the linkages that I think needs to be really seriously undertaken is what I would call quality control. If you are going to start developing international capabilities in student populations and in lay populations generally, it just can't be done in a haphazard way by people who really have not themselves adequate training to do it. If you don't carefully build linkages between these programs that the Government and the universities have spent so much money developing in the first place—in other words, the language and area centers—and make use of them as a source of resources, of expertise, of people who are capable of contributing to the building of these endeavors, I think it is going to be a waste of already developed resources on the one hand, and a potential source of further waste later on.

On the other hand, I am not advocating that these language and area centers become the dominant—well, I will use an Indian word—the dominant caste in these subsequent kinds of more general international educational endeavors.

I think there should be a partnership between these programs on the one hand, the State school authorities on the other, and, of course, the Office of Education, the Federal Government, in many other contexts as well. I would like to see, in other words, a network developed now that would provide a much wider spectrum of international education for the American public, and I would like to see this done in a very carefully developed partnership between the institutions of higher education, on the one hand, the Government on the other, and I would like to see the foundations kicked a little bit into getting back into this, too. I think the foundations like Ford and Rockefeller tend to go through enthusiasms.

Mr. **Fascell**. They can indulge in it. They have got the money.

Mr. **Gould**. They have got the money, and there is another thing. They are not as responsible to the public as other institutions and so they can decide arbitrarily when enough is enough as far as they are concerned, and I think this is the great pity.

I have said enough, I think, in general. Do you want to throw questions at me?

Mr. **Fascell**. Thank you very much, Dr. Gould, for your perspective of the problems and your recommendations.

Mr. Ryan.

Mr. **Ryan**. No questions.

Mr. **Fascell**. Mrs. Meyner.

Mrs. **Meyner**. Thank you, Mr. Chairman I am sorry I was late. I didn't get in on the beginning, Dr. Gould, of your good statement. What do you consider adequate funding for international education?

Mr. **Gould.** Right. The level up to now has been, as you know, around $15 million specifically for the language and area studies operations, and another $2 or $3 million for Fulbright-Hays.

I agree with Paul Simon when he says that we need more money in programs like Fulbright-Hays to facilitate the travel of more Americans in meaningful terms abroad, so that they can get more real feeling and understanding of other cultures.

On the other hand, as far as the language and area studies side is concerned, I think there are two or three things that we need, and let me see if I can add that up into some kind of a statement about money because I don't really have grandiose exhortations, hopes or desires in this area.

I think we need more money to provide more of the so-called national defense language fellowships. There has been a reduction in these. There is also along with it I think a need for a reevaluation of how these should be apportioned across world areas. I know Senator Clark on the other side recently at the Magnuson subcommittee hearings complained that Africa wasn't getting enough, and I agreed with him except when he said take some away from Asia and give them to Africa. Well, you know that is not the right approach.

Mrs. **Meyner.** Robbing Peter to pay Paul.

Mr. **Gould.** We can't do that. We can't have a zero sum game in an area like this. So that is one area.

I think again there needs to be a modest increase in the number of centers. I don't think it should be a carte blanche thing. I think there really is a limit as to how many of these are needed, but I think what is needed are some more, but much more carefully crafted. Some need to be adapted more to, say, specific countries or specific groupings of countries. Some need to be adapted more to undergraduate and outreach education. Some need to be adapted more to advanced graduate and expertise training types of activities. There is much too little of this kind of concern because everybody in every bureaucracy thinks that parsimony is the simplest and cheapest solution to everything, and they are wrong.

Then, in addition, I think we need to really begin to provide some resources for section 603 so that it can get on with the job of more general educational activity in the international area. You know the authorization here is about $70 million. Well, we know what authorization implies. I would say the present need could be met for say $24 or $25 million. I think that should be step one. Let some of these things be tried.

I think that if the Congress goes in that direction, it should be tied to very serious atempts to make sure that there is careful consideration of how these moneys are going to be spent. I have learned something in my role as an administrator. You really do have to worry about the waste of resources, and I think this is an area where there can be waste if you are not careful. If there is waste, it is going to give a black eye to the whole operation and then it is going to be cut worse than ever before.

Mrs. **Meyner.** Thank you.

Mr. **Ryan.** Mr. Chairman, one question.

Mr. **Fascell.** Sure.

Mr. **Ryan.** I don't quite know how to phrase this question, Mr. Chairman, because it cuts across the particular discipline that is being discussed here.

Having been in education all of my life as a teacher, and school administrator, one of the things that I have noticed that has happened in the last 10 or 15 years is that we spend more and more and less and less seems to have an effect on kids.

I am terribly suspicious and terribly prejudiced about the way money is spent, that assist teachers in becoming well educated and well traveled while the kids become more illiterate and less understanding of the geographical differences in the world than they ever had before.

Mr. **Fascell**. And don't like their teachers, either.

Mr. **Ryan**. And don't like their teachers.

Mr. **Gould**. And apparently vice versa.

Mr. **Ryan**. Right. With that kind of base, what I want to know is, what is to keep even international education, which I devoutly believe in and which I would like to push, from being criticized by somebody who comes in and says, "Yes, I know you just want more money to send those people around the world and what good does it do the kids?"

Mr. **Gould**. Right.

Mr. **Ryan**. I come from California now, where I think the whole world knows of proposition 13, which was essentially a revolt against the cost of education, which is funded by the property tax in California. There is an enormous stuffing in the middle between the top level administrator and the teacher, and in between there are all kinds of interesting things going on, none of which seem to have any effect on the children. If it doesn't have any effect on the customer, the money is no good.

I want to know, if in your consideration, in your suggestions, you believe that the children will be substantively affected more than they would be by simply seeing a half-hour television show about what is going on in Peking or in Tokyo or wherever an alien culture is, where they can learn as easy as anybody else can. I found teachers to be profoundy ignorant and administrators too on the very things they are doing.

Mr. **Gould**. There are two or three parts that I can conceive of in trying to answer that question and part of it I think the international education community can address itself to and part of it it can't. Let me speak to the part that it can't address itself to first.

You know a lot of what is wrong with the teaching profession has to do with things that go back a ways, and I think have to do with what you could almost call kind of a political problem that exists in it. What I refer to, of course, is the condition of educational colleges, the question of who really teaches and who doesn't teach. I mean this is a whole Augean stable that a lot of people don't really like to lift the veil and look into. I have views on it but I don't think you want to hear them here today.

On the other hand, as far as the international education dimension is concerned, I would go back to what I just said a minute ago in my own testimony. I think quality control taken seriously is a very, very fundamental part of anything that you try to undertake by way of further expansion of this domain of education. Don't go leaping into a funding game where just everybody comes running out of the woodwork and says "Gee, I want to have an international education dimension in my high school or my junior college." I mean really insist that if you are going to give them money, that there be mechanisms established that have the authority to really gauge and measure what is going to be undertaken. Otherwise it is going to lead to the same kind of chaos and disorder and disarray that you are talking about with almost every other phase of education.

Mr. RYAN. That is the reason why, Mr. Chairman, as much as I believe in some of these programs, I wouldn't vote for an extra dime until I can see some reasonable guarantee that the result will be children who can talk knowledgeably about something.

Mr. GOULD. That is right, I agree with that. I know Illinois doesn't have the appeal that California has, not to me as well as to you.

Mr. RYAN. It has its own charm. A lot of my relatives are there.

Mr. FASCELL. So are your constituents.

Mr. GOULD. If you ever get out to the Illinois area, come and look at our outreach program. I think we can show you some of the things that can be done.

Mr. BUCHANAN. Thank you, Mr. Chairman.

I was just wondering if we can always be certain that Members of Congress can talk intelligently about something.

Mr. RYAN. We hope that a majority are able to pass some kind of a literacy test.

Mr. BUCHANAN. I apologize for being late for your testimony. We are really impressed not only with your testimony but with your credentials. I hope this is going into the record.

Mr. FASCELL. That is the first thing we did.[1]

Mr. GOULD. I guess I qualify as an old Asian hand now. I have been going out there for 25 years.

Mr. BUCHANAN. I don't think I have a question. Mr. Chairman, but I will read with great interest your full comments.

Mr. GOULD. Thank you.

Mr. FASCELL. Mr. Ryan put his finger on the question that I had, which is that if what we are trying to do is to raise the level of awareness and knowledge among the public generally, which means you have got to send them to school, how are we going to do it? That is the thing that struck me as you were talking.

Mr. GOULD. That is the critical area.

Mr. FASCELL. We have got to develop a mechanism. I gather from what you are saying you could use and expand the mechanisms that exist.

Mr. GOULD. Yes.

Mr. FASCELL. And try on a limited basis some innovative programs.

Mr. GOULD. That is right.

Mr. FASCELL. Outreach being one of them.

Mr. GOULD. Right, and evaluation being very, very critical.

Mr. FASCELL. The institutions of higher education now have the primary responsibility for training our teachers.

Mr. GOULD. Right.

Mr. FASCELL. Is there something wrong there?

Mr. GOULD. Yes.

Mr. FASCELL. What is going on?

Mr. GOULD. Yes; it lies in the——

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[1] The biography referred to is retained in the subcommittee files.

Mr. **Fascell.** Tell us as laymen. I have a sneaking suspicion that when a whole mass of people can't read, write, or spell that something is wrong, but I am not sure what it is. I think maybe everybody is taking Latin or something.

Mr. **Gould.** I will probably have a Mafia contract out on me by the time I leave today. But I would say that it lies with the insularity of the colleges of education, at least as one place.

Mr. **Fascell.** You mean academic snobbishness?

Mr. **Ryan.** Worse than that in colleges of education.

Mr. **Gould.** I am not sure you could call it academic snobbishness. I think it is more the tendency for colleges of education to think that they must do the whole educational job within their own corpus. I don't think they put their students at any level out into the general environment of higher education sufficiently well prepared. I mean if they need to have an anthropological dimension, instead of letting them go and work with professional anthropologists and anthropology departments, they will hire a couple of marginal anthropologists who probably couldn't be employed adequately in anthropology departments and put them in the college of education and give them a little bit of it.

In other words, again I know I am going to invite the wrath of several gods on my head by saying this.

Mr. **Fascell.** Oh, that is all right, nobody reads this testimony.

Mr. **Gould.** OK, that is fair. Then I will say what I want.

As I said, they just don't think that it is important really to concern themselves as deeply with the content of what you teach, as the methods that you use to teach it.

Mr. **Ryan.** If it will help you, if the gentleman would yield, to realize you are not alone, I tried to abolish the schools of education in California on the theory that everybody going to school for education can learn what they are going to learn other than going to school, learning about things.

Mr. **Fascell.** That is certainly a direct approach.

Mr. **Gould.** I think we are both getting ourselves into big trouble.

Mr. **Ryan.** There was and still is a political contract out on me every 2 years which the education system tries to execute but they haven't been successful so far, so help yourself.

Mr. **Gould.** Again let me try a touch of reason in all of this.

Mr. **Ryan.** I had to say that, Mr. Chairman.

Mr. **Gould.** I think that again it would be nice to stop treating colleges of education as almost sacrosanct in these areas and insist that there be a much more profound relationship between what they do in-house and what they need to do in order to get content.

Mr. **Fascell.** The only way we can do it at the Federal level as I see it is with a little monetary persuasion and intelligence.

Mr. **Gould.** Yes.

Mr. **Fascell.** I don't see how you can leap at that, because if the profession itself is not ready to accept it, I don't know how you would accomplish this.

Mr. **Gould.** I know. That is the way you get the financial group to possibly help you.

But let me get back to the international education area for a minute.

If we insist that there is something wrong with the international education competency of teachers, not professors but teachers, and we say we want to do something to stimulate a greater level of competence in such people, then I say let the funding be in such form as to make it necessary, make it impossible not to collaborate with these area studies programs that have been created around the country, as far as colleges of education are concerned. Don't let them end up setting up their own little miniprograms that give kind of a composite of what already has been created on a very major and important scale through the combination of Federal and local funding. And that is where one of your dangers is going to lie.

Mr. **Fascell.** Mr. Buchanan.

Mr. **Buchanan.** I found your proposals quite intriguing. One of the problems we have, and I am sure you are aware of the pitfalls of Federal aid to education, is how you intelligently direct the Federal investment in education without exercising any curriculum control.

Mr. **Gould.** Right. It is a terribly tough problem, but again I don't see any reason why it can't be carefully addressed. I mean, for example, if you say in the international education area that grants for teacher training have to be a partnership operation between a college of education and a significant, funded center of area studies, then the two units have to work together. I mean nobody is going to control anybody's curriculum absolutely. They have to simply work out a meaningful curriculum that both sides feel serves its legitimate interests. I mean this is good old American tradition, it seems to me.

Mr. **Buchanan.** If I may go back, I spoke facetiously a minute ago, but I really am quite serious.

Mr. **Gould.** Yes.

Mr. **Buchanan.** In that, I personally feel Congress reflects just what the American people are, the strengths, the weaknesses, diversity and all of that.

Mr. **Gould.** Yes.

Mr. **Buchanan.** We had a witness yesterday, however, who commented on the dearth of understanding on the part of many Americans of the world in which we live—other cultures, other peoples with whom we have to deal as a nation and who are part of the same small neighborhood. I must say I find that true, Leo, right here in the Congress, that when we are confronted with these foreign policy deliberations and decisions, I am often really dismayed at our lack of understanding of the world in which we live. I wonder if you would comment on that. Perhaps you have at length before I arrived on the scene.

Would you not say that there is a very intense need in our society?

Mr. **Gould.** Yes; I did say that before you arrived, but I don't mind saying it again.

I do think that instrumentalities have been created to attack this problem, but I do think that some further assistance from the Congress as well as from the higher education community is required to move ahead with this. I am almost tempted, mischievously, to say that maybe everybody who wants to run for Congress ought to be made to take a couple of courses in the area center before he is allowed to run.

Mrs. **Meyner.** Will the gentleman yield?

Mr. **Buchanan.** Yes; certainly.

Mr. FASCELL. Mrs. Meyner.

Mrs. MEYNER. Dr. Gould, what about HEW's role in this? Have you given any thought to it?

Mr. GOULD. Yes; I think the problem for the international education unit within HEW is a status dimension. The problem is that domestic educational programs, or so-called domestic educational programs, are considered to be the most important. Most of the funding goes into them. The Division of International Education is a division within a bureau. It has had a 50-percent cut in its personnel who administer international education programs over the last decade. It can barely do the job that it is being asked to do now.

In addition, whenever new recommendations, new proposals are put forth from that division, they are usually shot down by enemies up through the system who think that this is all Mickey Mouse. I mean it isn't only in Congress that this attitude exists, and in fact I think it exists more in OE than it does in Congress.

At any rate, as long as the Division of International Education has no status anywhere in any Government agency, I just don't see how they can carry forward their mission. For example, I know for a fact that budgetary requests—and I think very reasonable and modest budgetary requests—that start up from the Division of International Education have been carved and truncated by the time they get even up to the OMB. Then, of course, OMB finishes the job. I think OMB is another area where education is needed. I have tried. I have been over there. I have talked to some people.

Mr. FASCELL. Dr. Gould, let me ask you a question. In this general area that you have been discussing, do you see any role for the International Communication Agency which administers the Fulbright-Hays program?

Mr. GOULD. Yes; I do. I think the jury is out a little bit on it. They, themselves, are in disarray right now because they are just being formed into a new agency. They, as I understand it, have been told that they must not think about taking on anything new for the time being until they can get together what they already have been doing. But I know some of the people in there. I know they are very gifted and very dedicated people, and I know that they want to make that agency a truly independent activity and not just simply kind of a PR arm of the executive branch, and I endorse that thoroughly.

I know there is a recommendation out in some quarters that possibly all of the international education thing should be taken out of other agencies and put in the ECA of the ICA. I wouldn't rule it out automatically, but I really think that we should wait and see on that. Let's see how that agency itself functions. Is it really going to be as independent as we hope it can be? Is it going to be able to disabuse itself of just being an extension of U.S. Government policy? If it cannot disabuse itself of that, we are going to have lots of problems in terms of international education ties with other countries.

Another problem there is, of course, the fact that a lot of the people who are going into the ICA are State Department people. I mean it is just simply a paper transfer job. I think we have to see whether the new environment changes some habits and attitudes that I think have been a difficulty for people working in this area.

Another possibility, of course, is to think about what might happen if you have a Department of Education. Might you then establish a Bureau of International Education within the Department of Education and give it a more meaningful role to play in that context? But I don't know. I think it has to be studied.

Mr. **Fascell.** As you know, that reorganization plan is now pending, and one of the things that is proposed is simply the transfer of the programs and functions of the International Education Act, which has not been funded.

Mr. **Gould.** Yes.

Mr. **Fascell.** The act expires September 30, and nothing new is planned as far as that is concerned.

Mr. Gould, thank you very much. We appreciate your taking the time to explore this with us. It has been a very interesting dialog.

Mr. **Gould.** I appreciate it. I was telling Ginny yesterday that I appreciate the fact that I actually testified before a committee that wanted to hear what I had to say. It is the first time it ever happened.

Mr. **Fascell.** Thank you very much.

Now our ranking minority member, our distinguished colleague from Alabama, will introduce the next witness.

Mr. **Buchanan.** Thank you, Mr. Chairman.

Dr. Nichols, if you will come forward, I will introduce you, as you do so.

We are very proud in my congressional district of the Birmingham public school system, Mr. Chairman. My city is one of the few major cities in recent years which has voted new taxes upon itself for purposes of education, and even more——

Mr. **Fascell.** It is a minor miracle.

Mr. **Buchanan.** Quite in contrast to our friends from California.

In addition to that we quite recently voted a bond issue in part for educational purposes.

Mrs. **Meyner.** International?

Mr. **Buchanan.** No, just for education. But Dr. Nichols is going to tell you some things we are doing in international education. I think one of the reasons that we did this is because of the caliber of the leadership we have in the Birmingham area. Our superintendent, Dr. Wilmer Cody is one of the most distinguished educators in the country, and Dr. Nichols is one of his chief assistants.

Dr. Nichols was born in Murphy, N.C., in 1944. He earned his B.S. and M.S. Ed. degrees from New York University at Oneonta and New York University at Brockport respectively. In 1973 Dr. Nichols was awarded an Ed. D. degree in educational administration and leadership from the University of Massachusetts, Amherst. He has served as elementary school teacher, principal and director of elementary schools. Currently, he is serving as assistant superintendent for program and staff development with the Birmingham public schools in Birmingham, Ala.

We are very proud of his leadership. I thank you for coming, Dr. Nichols, and I look forward to your telling my colleagues some of the good things that are going on in our school system in the area of international education.

STATEMENT OF ROY D. NICHOLS, JR., ASSISTANT SUPERINTENDENT FOR PROGRAM AND STAFF DEVELOPMENT, BIRMINGHAM CITY SCHOOLS, BIRMINGHAM, ALA.

Mr. NICHOLS. Mr. Chairman, I have a prepared written statement which I will enter into the record.

Mr. FASCELL. Without objection.

Mr. NICHOLS. I would like to briefly summarize that rather than read it to you.

I agreed with the press release from your offices that said there is a need for international education. I think there is a great need for international understanding and cooperation. Schools have not been prepared to help students or the rest of the Nation develop these understandings, and I think probably most of the people who have testified before you said that it is necessary for us to develop control over more than just the English language, and I can't disagree with that. I have a particular bias however. I feel that it is equally as important, if not more so, that we understand the people from the other nations culturally. If a businessman was dealing with an international, he would hardly know how to expect this person to act or react unless he understood from whence he came, so to speak, what cultural values he will act upon.

I think the only way to get Americans to understand the cultural values of other people is to allow them to have some intense experience with other cultures. I guess there are probably three ways to do that.

Currently we are not utilizing any of these methods throughout the educational system. Right now in our school systems we subject children to basically studying through textbooks about other cultures, and usually these are other Western cultures. That is about the extent of their studies. They may have the good fortune of having an international visitor in the community that gets invited in for an hour, or they might see some slides which a teacher has taken while on a study tour, but they really don't get the needed intense experience with another culture.

There are three ways to give students this experience: Supplement the traditional curriculum with simulations and role playing, send people abroad, or bring bits of other cultures here.

I don't profess to be an expert in international education, but I am an educator and I have the great fortune to experience an event that occurs in Birmingham annually, which deals with international education. I think the students in Birmingham are very fortunate to be able to avail themselves of this event, and I would like to share that event with you, if I may.

There is a nonprofit organization in Birmingham called the Birmingham Festival of Arts Association. Every year they choose a foreign country to honor, and during the 2 years of preplanning they send representatives to this country to get to know the people, their culture, their values, and to start making preliminary arrangements for bringing bits of that country's culture to America.

All of this planning culminates in a 10-day festival of arts. Last year, for instance, we honored the country of Belgium. We started off with various community organizations holding things such as film festivals, and the Birmingham Symphony playing music that was composed by Belgian composers and so on, just to get the community into the spirit of the thing.

The Festival of Arts Association produces quite a thick packet of material on the country that is being honored. It includes a description of the traditional things that one would learn about in school, presented in a very unique format so that the teacher can utilize it. It tells about the geography of the country being honored. It tells about some of the problems they have. It tells about the history of the country. It tries to go into some of the traditions, folklore, poems, many of the cultural aspects of the country.

These packets are distributed throughout the Birmingham city school system so all students spend their time studying the honored country and begin to really concentrate on the studies of this land. This is true not only in social studies, but we ask every teacher to integrate something about the country being honored into all subject matter. So, for a month or so before the festival begins, children are caught up in the spirit of studying the honored country.

The last festival began with an ambassador's weekend, where the ambassador to the United Nations from Belguim came to Birmingham, and he began the festivities at a banquet. The weekend also marked the official opening of exhibits of the works of well-known Belgian artists and official events. This weekend is also the time when we experience the Festival of Arts fair. Woodrow Wilson Park, which is in the center of downtown Birmingham, was the site for a typical Belgian fair. Thousands of students who had been studying Belgium for about a month came to this location. They ate typical Belgian foods, they saw Belgian craftsmen weaving cloth, wood carving, and doing arts and crafts, and had a chance to talk with the Belgians.

There were Belgian flag wavers and puppeteers, and there was a troop of very young Belgian actors who came to Birmingham and performed at Ramsey High School. These Belgian children also visited several of our schools and communicated with the children of Birmingham. They had written and produced a play trying to depict life in Belgium. The play was called Strangers in Your Street, and it was performed for the children of the Birmingham public schools.

The students were involved in a very intense study of one country. Then they were caught up in the spirit of the festival of arts and actually got to meet people from Belgium: The country that they had been studying. I think that that particular event brought about the intense emersion into another culture that is necessary for them to realize some insights into that culture.

I don't think by any means that it gave them a sense of world citizenship, which I think we ought to be striving for, but it certainly did help them understand this country to a much higher degree than they ever could have through strictly traditional educational means.

The Birmingham Festival of Arts Committee, by the way, is a nonprofit organization that gets very little of its funds from the Federal Government—almost none. It has received the benefit of a small grant from the National Endowment, but other than that, it is private money. The Festival of Arts Association is comprised of enthusiastic people in Birmingham who want the opportunity to appreciate various art forms of other countries first hand. And I think it is important that everyone in Birmingham be allowed to have that experience. I feel quite privileged to be able to coordinate some of the events that our children participate in, and I think our children are much better off for it.

We in Birmingham public schools feel that it is our duty to try to encourage better international relations, and I think, although I am not an expert and I would like to extend my opinion as to what direction the country might take, I think it is the government's responsibility to break the inertia by encouraging more cultural exchanges of perhaps this type, and by offering incentives for cultural exchanges. It is extremely important that we develop better intercultural understanding and cooperation.

I think it is particularly significant that this request for better cultural understanding and cooperation is coming from Birmingham. Birmingham has, because of press coverage in the mid and late 1960's, gotten a reputation of being a bastion of intolerance, and now it is Birmingham that is coming to you suggesting that we develop programs that will bring about greater understanding and cooperation between people of different cultures.

Mr. FASCELL. Thank you very much for that overview of the Birmingham festival. It is very interesting and unique and is certainly worthwhile.

We are going to have to take a break to go answer this rollcall. We will come right back to ask you some questions and then to hear Mr. Delano.

[Whereupon, a short recess was taken.]

[Mr. Nichols' prepared statement follows:]

Prepared Statement of Roy D. Nichols, Jr., Assistant Superintendent for Program and Staff Development, Birmingham City Schools, Birmingham, Ala.

The July 5th press release from Congressman Fascell's office which announced these hearings was very much in agreement with my sentiments concerning the status of International Education in the United States. The U.S. educational system is not adequately preparing Americans to live in a highly interdependent world. While rapid technological advancements have vaulted us into an era of unprecedented economic interdependence and geographic intimacy, most elements of our school system have not yet begun to prepare Americans for this level of international cooperation.

The new level of interdependence promises to be a positive factor in promoting global peace and world-wide prosperity. However, the tremendous discrepency between our technological progress and our limited advances in accepting cultural differences presents a very real threat to world peace and ultimately to the survival of mankind. Perhaps more than other countries, the United States has been a rather insular nation. Geographically we have been isolated and, except for military conflicts, we rarely viewed ourselves as being affected by foreign political or economic events.

It is only recently that we have come to realize the increasing economic dependence that has developed between the United States and other nations. This rapidly evolving relationship has placed new demands upon both our educational system and our governmental agencies. To them will fall the task of preparing Americans for the truly international life style currently presenting itself. They must help Americans develop a sense of world citizenship.

To accomplish this end it will be necessary for Americans to understand the people of other lands, both linguistically and culturally, and to be understood by them. Of the two, I believe that cultural understanding and acceptance is the more important. As Americans are increasingly called upon to transact business with foreign nationals, the difficulty of anticipating the actions and reactions of individuals from other cultures will become more and more evident.

At the same time, it has become essential that businessmen realize that their dealings could have a global impact and must be weighed in that light. It has become very clear that many of our problems are world problems and can be solved only through a collaborative effort of the world community.

New attitudes must be developed in world citizenry before cooperation can occur. I believe that a new educational emphasis on internationalization could bring about the necessary gains to allow such collaboration to occur. In order to do this, however, educational systems at all levels will have to accept the responsibility.

Unfortunately, in most schools throughout the U.S., International Education is limited to studying other cultures (usually other western cultures) through textbooks. If students are fortunate, a visiting international may be invited to speak to the class on occasion or the students may have an opportunity to view slides a teacher has taken while visiting another country on a study-tour. This method has several shortcomings. It is ineffective in terms of developing a true understanding of the values and cultural perspectives held by people of other nations.

Studying about such things simply cannot compare with experiencing them. Providing Americans with experiences which are sufficiently intense to create the necessary understandings for full participation in the international community will undoubtedly be difficult. Traditional academic training will not suffice. There are basically three methods of providing the proper experiences to Americans. We can supplement traditional studies with intense periods of appropriate simulations or role-playing, we can send Americans abroad or we can bring significant bits of foreign countries to America.

Today, I would like to share with the Committee one quite unique and highly effective international program which occurs regularly in Birmingham, Alabama. I present this, not as a prototype, but as an example of a way in which rich international experiences can be provided to Americans who live in a community with a relatively homogeneous population.

Since 1950, an organization known as the Birmingham Festival of Arts Association has sponsored a ten-day celebration honoring a different foreign nation each year. This event has proven to be not only a very enjoyable experience for the residents of the Birmingham metropolitan area, but has also served as a highly effective learning experience in international education for thousands of school children and their teachers.

In 1977 Birmingham honored Belgium. Planning this event began two years before the Belgian festival was scheduled to unfold. After selecting the nation to be honored, the Association sent a representative to Belgium to acquaint himself with the country, its heritage and its people. While he was there, he made the initial arrangements for significant bits of Flemish culture to be transported to Birmingham for the Festival. As part of the rather complex scheduling and planning, the Festival Association arranged to distribute thousands of learning packets about Belgium to schools throughout the Birmingham-Jefferson County area. Students were acquainted with Belgium both through this packet and other more traditional resources. Students learned about the geography, the political structure, the problems, the major economic influences, the history, traditions, songs, poems, folk dances, legends and folklore of Belgium. Teachers were encouraged to integrate the Belgian theme into as many subject areas as possible as the Festival drew near.

Preceding the Festival many community groups and organizations began "setting the stage" for the main event:

-The Birmingham Creative Dance Company gave performances saluting Belgium at several schools.

-Birmingham Southern College held a Belgian Film Festival.

-The Birmingham Art Association sponsored showings of Belgian Art films.

-The Antiquarian Society sponsored a lecture by Dr. Diana von Volborth of Belgium on "Antique Musical Instruments."

-Ramsay High School served as host for a troop of Belgian children who performed an original play which the children had written and produced.

These and other activities occurred throughout the city allowing Americans to meet with Belgian citizens and to become acquainted with various aspects of life in Belgium.

The Festival officially got underway on April 13th. The Belgian Ambassador to the United States, Willy van Cauwenberg, was honored at a reception and dinner in the Civic Center to initiate the celebration.

The first four days were filled with concerts, official openings of exhibits, lectures and receptions. Woodrow Wilson park, one of the major focal points of downtown Birmingham, served as the site of a typical Belgian fair. Thousands of school children visited this fair as part of their international learning experience. The students witnessed a festive setting created with colorful tents, a carousel, and foods typical of Belgium. They observed and talked with Belgian craftsmen as they made lace, shaped pottery, carved wood and wove cloth. Belgian ceremonial giants, folk dancers and flag wavers performed as a Belgian puppeteer entertained the students. Belgian children's art was also exhibited for all to view. The Fair was the culminating event for the student's unit on Belgium. The intense real-life encounter with the Belgian culture helped the students develop an appreciation for this foreign country better than they could have done otherwise.

The Festival of Arts was hardly drawing to an end, however. There were still scores of events planned for all community residents to experience. Art exhibits from the works of Rubens and a showing of Masereel engravings highlighted the remaining days of the Festival which were replete with dozens of events aimed at exploring some aspect of Belgian life.

Symphonies, chamber music, art exhibits, lectures, films, piano or organ recitals may not interest everyone, however; for others, special events were available on Birmingham's Morris Avenue (an old business district converted into fine period restaurants) with sidewalk cafes featuring Belgian cuisine and a Belgian block dance in Woodrow Wilson park.

The zest with which private industry and community groups support and participate in the celebration grows annually as the planned experiences reach a wider range of interest and as community pride in the success of the

Festival grows.

The Birmingham Festival of Arts is an outstanding educational experience for people of all ages. Moreover, we are proud that it provides many students in the Birmingham Public Schools an intense encounter with another culture -- an experience which is necessary to create effective intercultural understanding. I doubt whether such an event could be duplicated as effectively in all areas of the country, but if more metropolitan areas did become involved in such events, international education in the U.S. would be greatly enhanced.

I believe that Americans must be brought into frequent contact with people from other nations. Such contacts will provide them the opportunity to develop multi-cultural understandings and a realization that, although the United States is a large and powerful country, the earth has grown too small for us to continue to believe that our future rests only in the hands of our own nation. The globe has shrunk to the point that all nations must adopt an attitude of greater team work in the areas of economics, politics, information and communications, and global problem solving.

For such multi-faceted cooperation to occur, the U.S. will have to adopt a consistent national policy on internationalization. We will have to insure that our current governmental efforts are consolidated to promote both efficient management and consistent direction.

Private industry will assume an important role in promoting a global perspective as they realize the economic advantages of such action. We must also make it attractive for the private sector to encourage, support and facilitate international studies through exchanges, investments, and donations.

The educational establishment will need to make a shift of monumental proportions. Curricula must be rewritten, and textbooks must be re-oriented. Key educational leaders should be convinced of the need for international education and ultimately, teachers must be retrained. Incentives will probably need to be employed to bring about these changes.

I consider it is the responsibility of the federal government to take the lead in bringing about these changes. Congress must pass legislation with accompanying fiscal appropriations for creating the impetus for such a shift.

Mr. **Fascell.** The subcommittee will come to order.

Mr. Ryan.

Mr. **Ryan.** Mr. Chairman, I would like to precede the question I have with an educational horror story, because what you do in Birmingham reminds me again, that there is in education the possibility of using imagination to do the kinds of things that you do, that Birmingham has done. I can't tell you how much I admire what you have done. I don't know what effect that would have on youngsters, but it is exactly the kind of thing that ought to be done.

I am pleased again that it can be, but I would like to give the other end of it, if I can. In California a teacher is required to have 5 years of education before they can begin teaching, and they are also required to go, on occasion, to take further courses, which are usually in the field of education and in the schools of education. Having given you that background for all of our marvelous teachers in California, and we have many of them, I talked to a woman yesterday, who is an elementary school teacher in California, and just one comment was enough. She was surprised to discover that the House and the Senate were not in the same Chamber. That is, all of us were not operating in the same room. Just take that comment and kind of carry it out a little ways, and see what happens.

I think the reason, Mr. Chairman, again why we have so much trouble with education as such is because of the lack of consistency in the quality. I go back to what you just described in Birmingham, and you wonder why it isn't done elsewhere. We see the low level to which it can sink, and then we wonder why there is a certain amount of cynicism in this country toward the field. I tell you that is the reason.

I would like to suggest we pass legislation through Mr. Buchanan's committee which requires a teacher to take the same tests as the students at the end of the year, and forthwith drop from the rolls those who don't get some kind of minimal score, like 70. I think you would find too many. I think you would find the education profession resisting.

I guess I say all that as a preface to the question I want to ask, which is, have you thought about why other communities, school systems—I think communities is a better word because it is obviously larger than the school systems are—why that can't be done or couldn't be done elsewhere? Do you know if it is being done elsewhere?

Mr. **Nichols.** No, I really can't say that I do. I think in many areas of the country, communities are not large enough to bring together the kind of people to do that.

Mr. **Ryan.** With great respect to Birmingham, Birmingham is not exactly the largest city in the country.

Mr. **Nichols.** No.

Mr. **Ryan.** What is the population?

Mr. **Nichols.** Inside the city limits about 300,000.

Mr. **Ryan.** Just an average size American city, of which there are probably dozens throughout the country. I don't know of anything like that anywhere else in the country.

Mr. **Nichols.** There are a couple of other cities that do similar things.

Mr. **Ryan.** That involve the school system. It isn't just a 1-day kind of thing?

Mr. NICHOLS. No, no, that have cultural——

Mr. RYAN. On a regular basis?

Mr. NICHOLS. Philadelphia does, Charleston. There aren't very many, and I don't know how many involve the school system.

Mr. RYAN. You are going to force me to change my attitude about the slow and sleepy South. That is all there is to it.

The reason I ask is because we get back to talking about funds for international education. I feel very strongly about how the money is used, and that it shouldn't be used to fund administrator after administrator after administrator who simply turns the money over in little dribbles out to kids. If it doesn't have a large, broad, and immediate impact on youngsters themselves, until we hear different messages coming from the schools themselves, I don't see much sense in trying to fund these great engines that produce so little.

Mr. NICHOLS. Mr. Ryan, I have not always worked in Alabama. I am just a recent import. I have been there about 4 years, and I was amazed at how little money the schools in Alabama get along on. One of the reasons is because of the public interest. I had worked in the school systems in New York and New Jersey, and every single thing was paid for by the tax dollar. That is not so in Alabama. And I think although on the one hand the schools don't have as much to work with, I think that the interest the people in the State of Alabama offer their schools is much higher and ultimately a much more healthy thing.

There is a spirit of belonging to a school there, and that didn't happen in the North.

Mr. RYAN. Nobody cares.

Mr. NICHOLS. Nobody cares.

We would have a football game on Saturday and there would be 300 people if we were lucky. In Birmingham we have a football game on Thursday night and we have 14,000, 15,000, or 16,000 people. They are interested in schools. They are interested in sports, yes. They have always been crazy about football, but it is not just football.

Mr. FASCELL. That is the understatement of the year in Alabama.

Mr. RYAN. It is like saying they like basketball in Indiana.

Mr. NICHOLS. But with any school activity, we have no trouble with drawing crowds because they are intimately involved with the schools.

Mr. FASCELL. Mrs. Meyner.

Mrs. MEYNER. Thank you, Mr. Chairman.

Dr. Nichols, thank you for a very interesting explanation of what is going on internationally in the school system in Birmingham.

You talked about the Belgian festival and you said it didn't receive any Federal funding or very little, and you pointed out that not much money is spent, that you get along on less than a lot of other places. Where do you get that money?

Mr. NICHOLS. Some of it from the printing of the educational packets, for instance. The school system helps support that by contributing a couple thousand dollars to cover printing costs, and all the participating school systems contribute money for this purpose. People who live in Birmingham contribute money. A lot of the money comes from the foreign country that is being honored. We approach them, I guess, in such a way as to say "Come brag about yourself. Come tell us about yourself. We like you. We respect you," and they have been responding to that.

Mrs. **Meyner**. How do you do that? Do you go directly to the embassy here in Washington, to a consulate?

Mr. **Nichols**. We work through the embassy here, and also we send a representative over to the country to be honored 2 years in advance to set up some of these exchanges.

Mr. **Ryan** Will you yield on that point?

Mrs. **Meyner**. Certainly, I will be delighted to yield.

Mr. **Ryan**. Have you asked for or gotten any kind of help from the U.S. Office of Education?

Mr. **Nichols**. I really can't answer that. I am not a member of the association. I just benefit from it.

Mr. **Ryan**. Is this on an annual basis?

Mr. **Nichols**. It is done on an annual basis and they work 2 years in advance, yes.

Mr. **Ryan**. Tell me when Germany is up.

Mr. **Nichols**. We are doing Canada next year. We have done Germany just recently.

Mrs. **Meyner**. You mentioned Belgium. Are you going to go a little further afield and maybe take a country in Africa?

Mr. **Nichols**. We are trying to. I have been talking to the people in the association. They are contemplating the possibility of doing an African country in 1981 or 1982, yes.

Mrs. **Meyner**. I think you are well ahead of many cities with your program, and you are certainly to be commended for that.

Mr. **Nichols**. Thank you very much.

Mrs. **Meyner**. Thank you, Mr. Chairman.

Mr. **Fascell**. Mr. Buchanan.

Mr. **Buchanan**. Thank you, Mr. Chairman.

Dr. Nichols, this festival program you indicated is throughout the school system. Would every class, every child, have some exposure to the culture in some way?

Mr. **Nichols**. Yes. These educational packets are given to every teacher, and we try to give them to every upper grade student. Obviously an educational packet like that wouldn't be of much value to a student who hasn't learned to read yet. Included in the packet are music of the country being honored, poems, fairy tales, menus. So every teacher, all the way down to the grade schools, gets those, and the children are exposed to the music of the country through their music teacher. They study the traditions: what happens in Belgium at Christmastime. At every grade level, they study about the honored country. The whole community is involved in this thing.

Mr. **Buchanan**. Since this is an annual program and a different country is honored each year, it would mean then that a child going through your school system, grades 1 through 12, would be exposed to say 12 different cultures, to some extent, during that time frame of their education.

Mr. **Nichols**. That is right, yes.

Mr. **Buchanan**. I would supplement, Mr. Chairman, by pointing up that, as Dr. Nichols has said or implied, not only the Birmingham public school system but the other school systems in the Birmingham area participate I think similarly.

Mr. **Nichols**. Yes, that is right.

Mr. **Buchanan**. And also the postsecondary institutions. We have a number of colleges, and they also participate with theater groups in the community, the ballet, the symphony.

Mr. **Nichols**. Birmingham Southern College had a Belgium film festival, UAB Ballet. They all get involved.

Mr. **Buchanan**. The funding for a relatively small budget as you have indicated is partially private and partially State and local money, very little Federal money.

Mr. **Nichols**. Right. I think the budget for next year for Canada is $165,000.

Mr. **Buchanan**. Dr. Nichols, I want to thank you for your leadership in this matter. I don't know whether you have any further suggestions about what the Federal Government might do to increase our understanding and support of international education.

Mr. **Nichols**. I have some very definite opinions, but not being an expert in the area, I don't know whether they would be considered worth anything.

Mr. **Buchanan**. Certainly your leadership has been worth a good deal, and we appreciate it.

Thank you, Mr. Chairman.

Mr. **Fascell**. Dr. Nichols, certainly the program that you have outlined is an exciting one. The benefits are obvious. It could very well be a model that could be used around the country. The question is, which comes first, the chicken or the egg? Evidently, Birmingham didn't wait to make that decision. They just went right ahead and did it.

I wonder if you have any of those packets available, if you could make one or two of them available to the committee?

Mr. **Nichols**. I have one of them in my briefcase in Mr. Buchanan's office.

Mr. **Buchanan**. We would be very interested in just taking a look at that to get a better understanding of what you have been telling us.

The other thing is of the budget of $165,000 for next year, more or less, what part of that would be Federal money, if any?

Mr. **Nichols**. I believe they said they got $10,000 from the National Endowment for the Arts.

Mr. **Buchanan**. Has that been the range more or less annually?

Mr. **Nichols**. That is recently new. We didn't even get that before.

Mr. **Buchanan**. You didn't get that before?

Mr. **Nichols**. No.

Mr. **Buchanan**. I hope they don't get too much. It might spoil the program, and I am serious.

The next question is, how was the arrangement made between the association and the school system? Is that just an informal cooperative community thing, or is it more formal than that?

Mr. **Nichols**. No. It happened in a very informal way. They decided they wanted to——

Mr. **Buchanan**. By "they," you mean the association?

Mr. **Nichols**. The association wanted all the people in Birmingham to understand other countries, and they saw the importance of it, and they approached the school system and said, "Would you care to become involved?"

Mr. Buchanan. And the school system had sense enough to say yes.

Mr. Nichols. Right.

Mr. Buchanan. Very good.

Thank you very much.

Mr. Chairman, could I add one small footnote? I don't know whether this is annual or not, Doctor, but I know in the Austrian festival last year children throughout the Birmingham school system participated in a contest with counterparts in Austria, with art that showed that child's perception of the other country. They were judged and won prizes and so forth. I think among the most fascinating things I have seen come out of this whole program were the perceptions of the United States by Austrian children and the perceptions [illegible] Austria by children of our city.

Mr. Fascell. Were the Americans wearing serapes or cowboy hats?

Thank you very much, Dr. Nichols.

Mr. Nichols. Thank you.

Mr. Fascell. Our next witness is Mr. William A. Delano, director of Governmental Relations and Public Support, Global Perspectives in Education, Inc. That certainly has an awesome title.

STATEMENT OF WILLIAM A. DELANO, DIRECTOR OF GOVERNMENTAL RELATIONS AND PUBLIC SUPPORT, GLOBAL PERSPECTIVES IN EDUCATION, INC. (GPE)

Mr. Delano. It is a provocative title.

Mr. Fascell. I assume it was designed purposely to do that, and so I might as well ask you, what does all that mean? I guess you are going to tell us.

Mr. Delano. I hope to, Mr. Chairman.

Mr. Fascell. Fine. We will be very happy to hear from you.

Mr. Delano. First, I want to bring you the felicitations of Robert Gilmore and Larry Condon, our president and executive vice president, who regret that they could not be with us this morning. They are, as I am, very pleased that you are focusing on the future of international education. It is the work that we have devoted almost 10 years to now, infusing what we call global perspectives into American education, from kindergarten through 12th grade.

Global Perspectives in Education, Inc. (GPE) has three thrusts. The first is developing curriculum content, the dissemination of that curriculum material, and the inservice or preservice training of teachers. We prepare global perspectives material that teachers can adapt to their children in the classroom nationwide.

We have been partially funded by the National Endowment for the Humanities in two grants for the conceptualization and testing of materials with teachers and teacher trainers on concepts of interdependence, conflict, communication, and change. I will speak more about that later.

The second GPE thrust is preparing the American public school educational arena for our materials as they come out of the pipeline so that teachers, curriculum supervisors, principals, superintendents, all the way up to the chief state school officers understand, appreciate, and will help forward global perspectives in education.

Federal funding, as you know, is not what causes most of education to happen in this country. The States will have to and should assume the burden of global perspectives eventually. Thus, we are attempting to involve State administrators and teachers from top to bottom, bottom to top, with an understanding of the imperative of global perspectives in American education for the 21st century.

GPE's third thrust is to impact the context in which schools operate—society at large, parents, union leaders—business leaders, media people, civic organizations and foundations, because we think in this pluralistic society we must insure private support of our educational venture along with Federal and State support.

We hope these hearings are a harbinger of new and additional support for international education that ironically has lagged at the very time this country comes into more interdependence with the rest of the world. At the same time that our interconnectedness—and I don't want to repeat the excellent testimony that has already been given—at the same time that interdependence is more critical, not only has Federal funding of international education eroded, but private funding of international education has diminished.

This is wrong, foolish, even dangerous in our 1978 world. Harlan Cleveland, who is on GPE's board, once said "a child will be crippled in the 21st century unless she or he is afforded a global perspectives education." You have heard excellent words from Ambassador Reinhardt, who put it: "A child will cope badly with his world * * *" without global perspectives.

The present is already interdependent enough. The future will be more. The present is already complicated enough. The future will be more complex. What are our schools doing to equip our future citizens to handle these complexities? Not enough!

With all due respect, Mr. Chairman, I hope that the committee, despite your earlier remarks, will read the testimony, and especially many of the prepared statements.

I believe that your colleagues, Paul Simon, Dr. Harari, and John Richardson, who is certainly a "pro" in this field, as you pointed out, all made an excellent point when they called your attention to the crying need finally to let title VI, section 603 reach down below college and postgraduate levels of education.

I submit if you wait until college and graduate school levels, you are funding remedial work. I submit that by age 12 or 13 there is an ethnocentric screen that is set up inside of each of us as individuals unless we are exposed to more of the global sensitivities. As Maurice Harari said, before that age, our educational efforts are doing remedial work which, as you know, is more costly than kindergarten through grade 12 educational efforts.

Commissioner Boyer could not be more ready to act on global perspectives in education. But as you have heard, first his own budget office and then OMB cut him down. We think that title VI, section 603, if you will help it go above that magic 15 million, is crucial to the future of international education. Your colleagues have added $2 million. The Senate is ready to go forward and we hope you will all lend your weight to that result in the House/Senate conference. That

$2 million can be well spent to put global perspectives in our public schools, kindergarten through 12 and in adult education.

Congressman Ryan, there is such a need out there. There are many States, including California, that we know are ready to go. And Mrs. Meyner, you will be proud of the testimony that commissioner of education Fred Burke will give later in these hearings. New Jersey is ready. Many States are ready. But they need some "seed" money.

We know that Florida is ready. We know that Michigan and Minnesota have plans. New York is working on one. California is suffering from the recent proposition 13 tax development, but excellent work has started in the schools of California on global perspectives. It should be expanded. Your committee should obtain the excellent report by Tom Collins to the council of chief State school officers entitled "Global Education and the States, some observations, some programs, and some suggestions." Thinking globally, thinking with cultural sensitivity, I refer to Dr. Harari's testimony. Democratization of international education, what does that mean?

I am a beneficiary of the so-called elitists' approach of education. When I was trying to think of what my credentials for appearing before your committee were, I considered saying you are looking at the last horse cavalryman trained in Chinese with U.S. tax dollars sent in an exchange to China. Harvard ASTP taught me Chinese during World War II. I was lucky, got to China, and became fluent. The Army also made me learn to ride, care for, and shoe a horse. We were destined to join General Stilwell in the jungles of Burma. He had Chinese troops. It did make sense as bizarre as it sounds.

Post-World War II found me a volunteer in Berlin, Germany, with the American Friends Service Committee, a private effort, that also required language training. After being a Wall Street lawyer, I became the first General Counsel of the Peace Corps, which was when I first met Congressman Fascell.

Language and area studies were terribly important to the success of Peace Corps volunteers. I have just received a letter from an old friend in the Peace Corps, saying, "Bill, didn't you authorize the training of staff in language even before they signed their contracts? The present general counsel says we can't do that." I will pursue this question of why we can't train staff of the Peace Corps while they are waiting for their service rather than waiting until they come into the Peace Corps. It would be a wise investment.

My other "elitist" type credentials are that I am on the board of the National Committee of United States-China Relations and also the board of Crossroads Africa. Both of these organizations require language expertise and the special area experience. We need the area experts. We need the specialized language training. Congress is not giving the present centers enough money. I think inflation alone has caused such attrition that you really ought to look to the adequacy of these programs. Surely you will also check cost-benefit results of individual institutions. But the total amounts of money are not that great compared with the importance of the mission. But here today I want to stress need for the democratization. My focus this morning is kindergarten through 12. You must authorize, you must appropriate funds to help teachers get to the children earlier with global perspectives. All of our citizens, not just experts and elites, need global perspectives. This is a firm conviction at GPE.

What are global perspectives? If we said democratic perspectives, you would be less puzzled. The citizen of a democracy must understand the system, know its rules, its process, and his or her interfaces and interrelationships with individuals and institutions of a democracy. If we say scientific perspectives, because as a democracy we depend on science and technology, all of you would say that any citizen to be effective in the next century must understand the scientific approach.

Global perspectives requires knowing our world and being able to accept ambiguities, go forward with ambivalences in the world, cope with change that is ever more rapid, and be aware of the differences in cultures, not simply out there in the world but in our own society. A friend of ours coined the word "intermestic." There are very few important issues today that are totally domestic, or you can put it the other way. What issue can you think of—energy, environment, and so on—that isn't international? And so, do not citizens of this country, to be equipped for the 21st century, need these global perspectives?

As I mentioned, our NEH work is conceptualizing issues such as conflict, interdependence, communication and change. This I won't go into at length here, but will supply documents. I did, however, bring some practical concrete words of how this fits into the school system at all levels. If I may, Mr. Chairman, I will read from this because I think it will make more concrete what I am trying to say.

Actually, I would love you all to see a show that we put on for Commissioner Boyer in Aspen a couple of weeks ago with three master teachers, with slides, treating our board and an extended group of visitors as students, so that they could grasp what a global perspective is. If you wish, we could repeat this presentation to your committee, Mr. Chairman.

Congressman Ryan, let me read from something that is being worked on in the San Francisco school system with the endorsement of the Board of Education, the Superintendent, and his curriculum people.

> All children bring a rich background of culture and experience to their school life. Encouraging children to build on this experience is a central part of social studies and helps to enrich the curriculum. The K–5 curriculum allows students to apply their personal experiences and perceptions to the material being explored.
>
> *Grade K, Myself.*—Children learn about their own physical and emotional needs and explore their immediate environment. They begin to know themselves better and learn about the relationships with other people.
>
> *Grade 1, Myself and Others.*—Students learn about themselves in relationship to families and peer groups. They develop awareness of interdependence within these social units, their similarities, diversities and changes. By studying different family and friendship groups students begin to discover things they have in common with humans throughout the world.
>
> *Grade 2, Myself and My Surrounding.*—As horizons expand, children learn about themselves as participants in larger settings, such as the classroom, the school and the immediate neighborhood. Some knowledge is gained of neighborhoods in different communities and countries. Comparisons and contrasts provide deeper understanding of the children's own surroundings, both natural and human.
>
> *Grade 3, Myself and San Francisco.*

I won't read that.

> *Grade 4, Myself and California.*
>
> *Grade 5, Myself and the U.S. and as Part of the World.*—The concept of change becomes central as students examine the Nation's growth and development. They learn about the contributions of individuals and different groups

throughout the Nation's experience. This study provides an historical background for understanding the United States as a changing, complex, multicultural society. Learning also places the United States in a global setting, indicating the growing interconnections between this country and other parts of the world.

There is a section on middle school which starts grade 6.

***Our Hemisphere and Myself.*—Students now learn more about themselves in relation to a larger environment. Selected societies in North and South America are studied to develop a deeper understanding of the nature and variety of human culture, the ways in which people in different places at different times have organized to meet common human needs.**

***Grade 7, Our World Heritage; Grade 8, The United States, the World and Myself.*—Geographic and social study skills are developed in studying the interrelationships of our physical, economic, social and political environments.**

Kindergarten studies will enable students to compare and contrast the ways in which different societies have adapted to a variety of geographic settings. Special emphasis will be placed on settings in Africa and Asia.

It goes on to grades 10, 11, and 12. It is sequential. It starts with the self and goes outward to the place of the self in the world. This, Mr. Chairman, is a modest attempt to answer your question, what is a global perspective? In many ways it is as simple as who am I? What is my relation to my fellow man? What is our relationship to the globe we inhabit together? I would like to repeat that if you wait until college or graduate school, you are doing remedial work. We need money from kindergarten to 12.

I think, Mr. Chairman, that I will end with comments on the question of the relationship of the Office of Education and ICA. As you have heard, we received our best grant to date from the National Endowment for the Humanities, so they should be included as well as NSF in your inquiry. We think your broad approach is the correct one. What is the "Future of International Education." I would add where?

I am not prepared, because we have not discussed this issue as an institutional issue, on the question of where. I can say that somewhere the executive branch should be given the authority by you, the congressional branch, to fund international education on a larger scale. I think Dr. Gould pointed out good caveats in terms of switching from place to place. Emphasis and stress that you want the job done is your prerogative. It is timely that this hearing is held. Timely that you are making this broad study. We wish you well.

Mr. FASCELL. Thank you very much, Mr. Delano.

Leo, would you take the Chair for a few minutes.

Mr. RYAN [presiding]. If I can exercise the prerogative of the Chair and go first?

Mr. FASCELL. Go ahead.

Mr. RYAN. I am interested in that little curriculum thing you have there, because you see it is presumed that most of the students are caucasian. I presume, but NSF, unless my memory serves me wrong, is composed of students, the majority of which is not caucasian.

I know that in San Mateo County the third most common language spoken is Tagalog. The second is Spanish. In the NSF schools there are enormous numbers of black children, Chinese, whose cultural bases are not exactly geared to fit that nice neat program or plan you have outlined on that paper.

I think of the suit that was brought 2 years ago by a parent whose son had graduated that June from high school NSF, and who had applied to the Army as a carrer I suppose, and was turned down as being illiterate, unable to read or write. The parent sued the schools. I am not sure whether or not the suit was successful.

In any case, the neatness and the nice ideas on paper to me are very praiseworthy but I keep looking for results with what we are doing now and do not see them. I think we can all agree, certainly anybody who serves on the International Relations Committee is not hostile to international relations. You are going to find a friendly audience here, but when you talk about what effect it has on the system we have now, with all those neat plans, I am something of a cynic.

In January, Mrs. Meyner and I, among 15 others, traveled to the Middle East to see if we could find some way to achieve some degree of peace, more than we have now. It was quite an education for all of us who went. It still goes on. When we got home, among other things I was rather heavily upbraided by the press for traveling too much.

I am not so sure that if you begin with the children we should not begin on a concurrent basis with those who are the opinionmakers in our society.

I remember when H. R. Gross, who was a member here for some 26 years and a member of this committee, made it a point of bragging to the world that he had never been abroad. I think that is significant only because at home in Iowa, where he comes from, that was pretty impressive.

Somehow, if we are beginning with the children, it is right ot begin talking about the 21st century. But we will never make it that far if some effort is not made to change the opinions of those today who either are cynics about what the school system or the public schools can do—and I am one of those—or those who are opinionmakers, and especially the press I think who, taking the Congress as its particular target, absolutely lacerates anybody on this committee who even makes an effort to find out for themselves what's going on overseas. I wonder if you will ever get enough money to begin to do the job until the Congress has support from people, including the press, to allow that to happen.

I would like to put in there over a period of years, gradually increasing hopefully with some kind of auditing procedure on performance review, but I would like to see this concept grow from $2 to $3 million to $200 to $300 million, including bringing whole classes of kids not just to the Capital here in Washington but to the capital in Belgium or the capital in Germany or the capital in Peking, and let them see for themselves. And if there are Chinese kids from San Francisco who are Americans never having left San Francisco, but who are oriental in their appearance, and if they can have a chance to go back to where their ancestors came from, by God, how significant that would be, or African children, black children, have them visit Ghana. There is something important about that.

Europeans do the same thing. I think that we can always find the imagination to spend the money, but there has to be a willingness first.

Mr. DELANO. I think we really have no quarrel. While I was listening to you, I wrote 3 underlines in grades 1, 2, and 3. I could do it all through my earlier comments.

The first one you will remember starts with myself, but it accents similarities and diversities among the classroom children themselves. That takes recognition of the fact you know better than I, the diversity of a classroom in San Francisco.

The second, where you go out to different neighborhoods, different communities; that means Chinatown, that means a hispanic area of San Francisco.

Grade 3, "Myself and San Francisco" the opening sentence is "The rich multicultural framework of San Francisco provides"—and it goes on to do exactly what you are saying and which I knew, too, is just what we need.

On your other points, it explains why GPE has three thrusts. One is the school curriculum or content area. Second is the school arena, the administrators and teachers. The third one is the school context media, the press, civic organizations and especially parents and citizens.

Mr. RYAN. That is why the gentleman before you, and the city of Birmingham having gone through that experience two or three times, are certainly far more openminded or globalminded than San Francisco, with all of its multiplicity of races and of cultures.

Mr. DELANO. I would endorse your $200 or $300 million appropriation immediately. I would like, though, to start this year with the $2 million. Get us the $2 million, and reward the people who are doing something. Reward Birmingham. That sounds like a splendid program. Commissioner Burke in New Jersey is ready to go. Florida is ready to go. Give the money to those systems that show you they mean business. They will give you a cost-benefit product.

Mr. RYAN. Thank you, Mr. Chairman. You missed a very eloquent comment on my part, but you may read it in the transcript later on so I will not worry about it.

Mr. FASCELL. I will read it.

Mrs. Meyner.

Mrs. MEYNER. Thank you, Mr. Chairman.

Mr. Delano, we certainly thank you for your very interesting comments about international education, particularly global perspectives. I think, once again, it all gets down to money. This has been true of all of these hearings somehow. Most of our witnesses have agreed on one suggestion. We need more Federal funds for international education, for global perspectives.

As I know you are well aware, the mood here certainly in Congress on Federal spending seems to be very skeptical about any increases, and I am just thinking about other sources for funding that we can be looking to, particularly at this time. If language training is good for international business, as everyone says, should we not encourage the assistance of businesses, particularly our multinational corporations, to donate or to work out international education programs, particularly in language training. Do you have any thoughts on that?

All of us, and I think my colleagues will agree, are on the horns of a dilemma: Almost every group of constituents we meet with, and I am sure Mr. Buchanan and our chairman and Mr. Ryan will agree, leave us with two messages: One, cut down on Federal spending, and two, help us to get some Federal funds for our particular interest or project, but something for the other guy is an extravagance. If it is something I want, it is a necessity.

Mr. **Delano**. My mother is a Republican. She says cut down. I am a Democrat, and I say we need more money for cost/benefit tasks in international education.

Mrs. **Meyner**. You mentioned Aspen. My father is a liberal Democrat and he lives in Aspen, Colo., and he follows my voting record in the New York Times.

Mr. **Fascell**. How horrible.

Mrs. **Meyner**. I know, but even he said to me on the phone last week, "Don't you ever vote no?" I said, "Not if I can help it."

Mr. **Delano**. You have opened yourself to an invitation. Please come corporate and foundation fund raising with us in New Jersey. Because one of my hats is as a foundation consultant to the Joyce Mertz-Gilmore Foundation, I know of your concern. Our foundation has put into GPE about $3 million over the past 8 years. We are prepared to put more, about $300,000 a year. But it will not be enough for the future demand for materials, for in-service training, for consultation with school systems that want to adopt global perspectives in education.

All of our material is locally applied, locally rewritten. As you know, teachers never accept anything to use straight out. That is the way it should be. It should be adapted to the locality by local citizen teachers.

On your point of corporate support of global perspectives among other things, I am chairman of the Foundation International Group, which is an ad hoc group of foundations in New York which holds meetings to persuade new faces in the foundation world about the need for international giving; both giving abroad and giving to the education of the United States citizens in this country about "how the world works" and affects them. I am happy to say that ICA has supported very successful meetings in San Francisco, in Cleveland, and Chicago, sponsored by the National Council on Philanthropy on this theme. A very good program on June 21 in New York, cosponsored by FIG/NCOP, featured both Deputy Director of ICA Charles Bray, and Assistant Commissioner of Education Albert Moyé.

Congresswoman Meyner, I repeat, we would love to have you accompany us when we approach New Jersey corporations. I know they would be interested in your comments. We have received money from Exxon and General Motors. We are after Weyerhaeuser and Xerox and many other corporations, some of which are based in New Jersey.

We never let a day go by without calling corporate leaders saying we are doing part of their job. Help! But some of them unfortunately have the same impasse that too many people in Congress have on international education.

Their focus is college and postgraduate. Corporations are looking for employees. They want the person who is ready to take a job immediately with them rather than investing in the long haul on citizens who are children—who will only eventually be ready for corporate roles.

No one should take from my words that GPE does not believe in exchanges. Personally, I am the beneficiary of exchanges. As Secretary General of the International Peace Corps, I traveled around the world like a top. I benefited from that experience. But with the next 10 years of my life I have focused on this country. As John Richardson said, we are a big part of the problem. We are not educated to cope with our interconnectedness. We had better start equipping our citizens, children and adults, to cope with the 21st century.

Thank you.

Mr. **Fascell.** Mr. Buchanan.

Mr. **Buchanan.** Thank you, Mr. Chairman.

I agree with Leo Ryan. I think we need to give a crash course to the media perhaps, as well as other people in the body politic.

Mr. **Ryan.** Until they are receptive to the idea.

Mr. **Buchanan.** And I am glad that is one of your areas of concentration.

We are here confronted with a present situation. I understand the hesitation of the leadership to bring the foreign assistance legislation to the floor of the House for fear it will not pass. It has no constituency in the United States. Most Americans don't want to give their money away to foreigners. They think we need it for our own poor here at home.

If people generally understood the condition in the Sahel in Africa, they would be clamoring for our Government to do something to help. It seems to me that one of the failures in the situation is the failure of the media in this country generally to accurately portray the way things are and to cover such a crisis, the continuing crisis.

Mr. **Delano.** I think the words of John Reinhardt on this were very apropros: "A population knowledgeable about world problems is a prerequisite to any reasonable approach to the solution."

Your points about the media favoring a solution and understanding the problems and causing our citizens to understand them is critical. And again, though our focus has been K–12 because that has been more neglected in our opinion than other areas, we certainly can't let organizations like the World Affairs Councils, the Foreign Policy Association, falter. They are addressing adult education, opening minds that are already grown. We can't let them die on the vine. There is money in title VI, section 603 for adult education. So I really am favoring all levels of education at once. But we know that you have constraints, and we think you can begin with a small amount and ask for results, and then reward those programs that are proving themselves.

Mr. **Buchanan.** Basically your message is that of my daughter in college: Send money. We just need more for these areas, would you say?

Mr. **Delano.** Yes, and I pledge to you not just my own organization but a group of organizations across the country in every State who will do their part in raising private funds from their local businesses or foundations. But as someone earlier today mentioned, it is very helpful when the Federal Government takes cognizance, when Congressmen take cognizance of the need for global perspectives in education.

Indeed one of the best programs the Foundation International Group had in New York was with your colleagues, Paul Simon and John Seiberling of the Members of Congress for Peace and Law. They addressed foundation officials on the need for more understanding of the disarmament issue.

Mr. Ryan. Will the gentleman yield on that point?

Mr. Fascell. Mr. Ryan.

Mr. Ryan. Your comment and your previous reference to your calling corporation people, let's go back to the source.

You will never get more than $2 million because we can give away $2 million and not have to justify it publicly because it just doesn't become that much of an issue. So we do. But it will never be more than that until there is a change in attitude.

You say you call corporate heads. Corporate heads also have enormous advertising budgets. Exxon "Working Ahead for a Better America," that sort of thing. Whatever that sort of gaseous and nauseous slogan began is about the level that we are dealing with. We need to talk a little more about getting them to recognize the need to educate the American people with the notion that 1 out of every 5 jobs in this country depends upon foreign trade, on foreign customers, and if we don't sell and buy overseas, we are out of work, disastrously so.

The American people need to have certain kinds of basic facts about all of this because it does affect them. It has as much effect on what you want here as anything else I can think of.

If there is more global consciousness now on the part of the people who reach into their pockets and pay those tax dollars, accepting it as a matter of the cost of doing business for themselves, you will find them much more amenable to the suggestion that we should raise the amount. But you will never get more than you get now from a generous Congress. We are being very generous now, for nothing.

The approach that you make here is direct, and of course it has to be done, but there are other elements involved here that do have a direct bearing on how much international education gets.

Mr. Delano. My argument with corporations often includes the statement that you can give up to 5 percent before taxes, and they nod and say yes. I ask them, "Do you approve of what Government is doing with its money today?" And usually the answer is a "no." I say "Well, why do you give them your money?" Corporations, very few, only a group in Minnesota give the 5 percent. Most give 0.31 percent. That is a grace that you gentlemen and ladies have given corporations to use their own initiatives to protect our pluralistic approach, but they don't do it; some for fear of stockholders, some because they are not very imaginative, and believe me, we argue with them all the time for more of their corporate giving dollar.

There is progress. We are optimistic about persuading more corporations this coming year. Herb Schmertz of Mobile was on an educational board of trustees with me. Therefore, I sent him a long personal letter in global perspectives. I got back a "no" because of the K–12 focus. Mobil gives to colleges, which is an inadequate answer to the problem. We are not going to stop banging away at corporations.

Mr. **Fascell.** Mr. Delano, the center is a nonprofit organization?

Mr. **Delano.** Yes; I corrected for the record, Mr. Chairman, the name that we prefer now. It is Global Perspectives in Education, Inc., which is organized as a public charity. The center is a program under that.

Mr. **Fascell.** Global Perspectives for Education, Inc.?

Mr. **Delano.** In Education, Inc.

Mr. **Fascell.** One of the things I understood you to say is that you prepare materials.

Mr. **Delano.** Yes, sir.

Mr. **Fascell.** And to whom and how are they disseminated, since we know the purpose?

Mr. **Delano.** The materials to date have been disseminated at teacher conferences, the National Council on Social Studies, for example. Also, when the elementary principals get together, or the secondary school principals get together, we will have a table with materials available. They are also disseminated through inservice training workshops that we conduct across the country.

Mr. **Fascell.** Then the corporation also conducts training seminars?

Mr. **Delano.** Yes, sir.

Mr. **Fascell.** Do you pay for the travel to bring teachers to a meeting place?

Mr. **Delano.** It varies. We would always have to pay the master teachers who come to train other teachers. Usually you go to the teachers, to the locality where a school system said they want their teachers trained, and they pay their own local transportation costs. This is one of the unsung contributions of many fine teachers. Out of their own pockets they buy materials, out of their own pockets they pay for their gas, pay the hotel bill, pay the food bill, to upgrade their training.

Mr. **Fascell.** So Global Perspectives goes to a community or an educational area and puts on a seminar?

Mr. **Delano.** Yes, sir.

Mr. **Fascell.** You have the material prepared for distribution. People sign up for this seminar?

Mr. **Delano.** Correct.

Mr. **Fascell.** So you are dealing one to one in terms of sensitivity, awareness, knowledge and inclusion in curriculum?

Mr. **Delano.** Yes, sir.

Mr. **Fascell.** What else do you do beyond that?

Mr. **Delano.** The publication of a document called "Intercom" includes within it some very fine curriculum materials, and that is subscribed to by many teachers.

Mr. **Fascell.** And the corporation also acts as consultants?

Mr. **Delano.** The corporation acts as a consultant, for example, to to the San Francisco school system. It is being paid a small honorarium for helping the supervisors retrain their teachers. There is also an office we have had in Colorado at the University of Denver which has secured from the school of education at the University of Denver credit courses. Our materials have been used and some of our staff have served as consultants to that preservice training at the center for teaching international relations (CTIR).

Mr. **Fascell.** So Global Perspectives then is a point man from K to 12.

Mr. **Delano.** Yes, sir, with some reach up into community colleges. At the upper levels of high school much of our materials are suitable for community colleges. In fact, we hope to do more in Florida at some point in that area.

Mr. **Fascell.** Did you or did you not say there was so much Government funding?

Mr. **Delano.** There has been NEH, National Endowment for the Humanities, funding. There has been some OE on environmental units. We also had some NEH money to do materials on China.

Mr. **Fascell.** What is the general range of your annual budget?

Mr. **Delano.** Next year's budget is about $850,000.

Mr. **Fascell.** And what percentage of that is Federal money, more or less?

Mr. **Delano.** About a third. Part of that is matching. If we raise $100,000, NEH will give us another $100,000. Thus it could approach almost 40 percent.

Mr. **Fascell.** That is a rather large share. It is very unusual I think.

Mr. **Delano.** We feel very lucky. We feel as we deserve it, because we have been the "point man" on material development.

Mr. **Fascell.** It sounds like you have done a good job with your friends.

Mr. **Delano.** We have an excellent site report evaluation of us by NEH that we are very proud of, which they allowed us to circulate and which I will be happy to put in the record along with a brief description of GPE and and the NEH grant.

Mr. **Fascell.** If you would send it to us, we would like to have it for the committee files. That would be very good.

Are there any other questions?

Thank you, Mr. Delano. It is nice to see you again.

Mr. **Delano.** It is a pleasure to be here, sir.

Mr. **Fascell.** You are getting to be like John Richardson, too. You pop up in every conceivable place.

Thank you very much.

The subcommittee stands adjourned subject to the call of the Chair.

[Whereupon, at 1:10 p.m., the subcommittee was adjourned, subject to call of the Chair.]

THE FUTURE OF INTERNATIONAL EDUCATION

TUESDAY, AUGUST 1, 1978

House of Representatives,
Committee on International Relations,
Subcommittee on International Operations,
Washington, D.C.

The subcommittee met, at 10 a.m., in room 2255, Rayburn House Office Building, Hon. Dante B. Fascell (chairman of the subcommittee) presiding.

Mr. Fascell. The subcommittee will come to order.

Today is the fourth day of hearings by this subcommittee on the future of international education.

Our witnesses today are Dr. Nancy Milburn, the new chairperson of the Council for International Exchange of Scholars; Ms. Rosemary Mazon, vice president of Pullman, Inc.; and Dr. Fred Burke, commissioner of education for the State of New Jersey.

Dr. Milburn is accompanied by her predecessor, Mr. Charles Blitzer, and by Dr. Adolph Wilburn, director of the council.

We will be delighted to have all of you come up here and talk with us.

Dr. Milburn, you have a prepared statement. We can, if you would like, put your entire statement in the record at this point, and you can summarize, or proceed in any way you wish.

STATEMENT OF NANCY MILBURN, CHAIRMAN OF THE ADVISORY COMMITTEE TO THE COUNCIL FOR INTERNATIONAL EXCHANGE OF SCHOLARS

Ms. Milburn. Well, it is short, and I will try to summarize as I go along.

First, let me say indeed I am very pleased to be here. I think I speak for my colleagues just as well. We think your concerns about international education are very well taken at this particular moment in history, when it seems that perhaps the United States may be moving away from some of its long-established paths. We applaud your concern.

Mr. Fascell. We hope we can stimulate a little interest.

Ms. Milburn. We were asked to talk about the subject of international education, and to try to define it. It is always difficult to define such a thing, but at the national level education can be viewed as a process of planning and providing appropriate opportunities for people to learn those things that their society believes are important for them to know.

International education is a process by which a people are helped to learn about matters which are centered beyond the political boundaries of their country. In a general sense, education, the promotion of learning, has for centuries been international because man's activities on this planet were viewed by scholars in the first universities as transcending in significance the activities within any single political entity.

There are some people that believe education is what is left over after you have forgotten everything you have ever learned. If this is the case, international education should leave its possessor with a toughness and flexibility of mind, eagerness of spirit and a willingness to reach out in various ways to other ideas, other cultures and other nations, believing that experience will always be enriching, if sometimes frustrating.

Mr. FASCELL. I am delighted to know what I have got left.

Ms. MILBURN. Knowing about the interrelationships of activities across political boundaries is vital to the well-being of a people. Hence, learning about them should not be left to chance. Those who make policy for education in this country are responsible for seeing to it that appropriate opportunities to learn about international matters are provided our citizens.

State and local governments, the Federal Government and private initiatives all currently contribute to U.S. educational policy. I might say, in fact, it is not in the immediate interests of most of the 50 States to provide for such kinds of education, and it takes considerable enlightenment on their part to do so.

It is also true that the foundations, with their stimulus to innovate, can provide support for international education, but they do not provide sustained support of that kind. Some of us that deal with foundations have come to believe that sometimes they like to get us pregnant with programs and then leave us without child support. So, we look to the Federal Government in fact for that kind of sustained support for international education that is essential if we are to continue to function in a dependent world.

The Council for International Exchange of Scholars (CIES) is a private, nonprofit organization, whose funds come from foreign governments—from what used to be the Department of State and now is the International Communications Agency—from private universities, from the scholars themselves, from other nations, the binational commissions and a variety of other sources. So that the funds that are administered are administered by a variety of bodies as well. This all may sound very inefficient and probably is in some sense, but it is the very nature of the enterprise that these multiple contributions are as much part of the exchange as the exchange of knowledge or the exchange of people.

Now, the council that governs this group is a conference board composed of representatives from the National Academy of Sciences and the National Research Council, the Social Science Research Council, the American Council on Education, and the American Council of

Learned Societies. This governing body nominates scholars to the advisory council.

We also are responsible to the Board of Foreign Scholarships, which is a Presidentially appointed body. The senior Fulbright-Hays program has in fact always been governed in this way and has been managed financially first by the National Academy of Sciences and later on under the sponsorship of the American Council on Education as it is now. I think we have detailed in the statement something more about this.

The program has a long and distinguished history. The Fulbright program itself has existed for 40 years and 120,000 American and foreign scholars have participated. These people represent 90 to 100 different countries that annually are represented in the program.

The academic level of the people participating varies from graduate students to the most senior scholars in the Nation. It also includes persons that are not usually thought of as scholars, but certainly are expert in their fields—lawyers, journalists, artists, education, and technical consultants, and so forth.

The senior Fulbright program, which is the one that is governed under this council, has participating in it 15,000 American university professors and advanced research scholars, and a similar number of scholars from other countries, and about 500 scholars a year come to this country from other nations under the program.

The scholars are selected by committees of unpaid academics. About 250 scholars a year serve on the selection committees. The scholars are selected both for their area of study and their expertise in that area and for the appropriateness of the appointment that they seek in a foreign country. So, these are the criteria.

There are two kinds of committees, so-called area screening committees and committees which are discipline screening committees. Right now the council is very vigorously engaged in the screening of applications.

I might talk about opportunities for the future. Last year with the change in management under the International Communications Agency, there was a concern that the Fulbright program would lose the sense of freedom it has had with the association with the Department of State. There was in no way a wish to have it a tool of propaganda, if that is the worst way of saying it.

Mr. FASCELL. It is.

Ms. MILBURN. We were very much pleased by the reorganization, by the statement of the President when he spoke about maintaining the integrity of the educational and cultural exchange programs. He found it imperative to do this, and said to this end that the plan would retain the Board of Foreign Scholarships whose strong leadership has done so much to insure the high quality of the educational program. He further stated: "In addition, I intend to nominate an Associate Director who will be responsible for the administration and supervision of educational and cultural functions consolidated in the new agency."

He appointed Dr. Alice Ilchman, the former dean of faculty at Wellesley, who is a professor of economics and education. As far as I know there is no one who is not just delighted with this appointment and the skills and the concerns that she brings to the office she now holds.

We affirm our belief in the value of the Fulbright program and the contribution it has made over the years and the contribution it will continue to make to international education. The college teacher, no matter what his field, who goes abroad with his family to work and to live in a different cultural setting is never the same. Their changed perceptions affect those with whom they work and to whom they profess, and in more than one instance the children who have participated in such an exchange continue their interest in international education and their international concerns.

I can speak to this personally. When my first child was very young we were abroad on an international exchange and this child, at the age of 3, had to learn a foreign language to play with her contemporaries. She is now in the Peace Corps and has gone off to Africa. We think this is probably the result of several sessions of travel abroad and interest in other countries.

I think that most of the points from here on are ones that you are concerned about. The major concern we have had as a committee is the inadequacy of the stipends that scholars have. Now, since scholars bring to the program their sabbatic leave salaries, and sometimes their own savings, some people who go abroad, although they don't suffer hardship, certainly make a considerable financial contribution to the program themselves in order to go. This seems to be an unfortunate thing because, of course, there are some scholars who might participate who are unable to because of finances. So, the stipends do indeed need to be increased.

The number of stipends for the U.S. scholars going abroad also needs to be increased. We believe that it would be very easy to send twice as many people as now go, still sending excellent scholars, people of very high quality, who would profit from the experience and who would bring the messages, the ways in which research and scholarship are pursued in this country, to people in foreign countries. I think this is an aspect of the program which is extremely important.

In countries where scholarly research is sometimes constrained because of political reasons, the scholar who goes abroad with a Fulbright designation has access to archives, is not easily denied certain kinds of opportunities to do research because that scholar comes with the name of Fulbright attached. This is an extremely important part of the program. It assists the scholars in research. More important, it eases the opportunities for scholars within that country to do their own research as well, because it serves as an example.

I think that if it is possible to find funds to increase this program, this is probably one of the most important objectives in international education that could be attained.

[Ms. Milburn's prepared statement follows:]

PREPARED STATEMENT OF NANCY S. MILBURN, CHAIRPERSON, COUNCIL FOR INTERNATIONAL EXCHANGE OF SCHOLARS

I am happy to have this opportunity, on behalf of the Council for International Exchange of Scholars, to participate in the Subcommittee's hearings on "The Future of International Education."

Let me begin by defining international education.

At the national level education can be viewed as a process of planning and providing appropriate opportunities for a people to learn those things that their society believes are important for them to know. International education is a process by which a people are helped to learn about matters which are centered beyond the political boundaries of their country. In a general sense, education, the promotion of learning, has for centuries been international because man's activities on this planet were viewed by scholars in the first universities as transcending in significance the activities within any single political entity.

Knowing about the interrelationships of activities across political boundaries is vital to the well-being of a people. Hence learning about them should not be left to chance. Those who make policy for education in this country are responsible for seeing to it that appropriate opportunities to learn about international matters are provided our citizens. State and local governments, the federal government and private initiatives--all currently contribute to U.S. educational policy.

The Council for International Exchange of Scholars (CIES), a private, non-profit organization, concerned solely with the exchange of scholars, was established in 1947 by the Conference Board of Associated Research Councils, a group composed of the American Council of Learned Societies, the National

Academy of Sciences/National Research Council, the Social Science Research Council and the American Council on Education. Its governing body is composed of scholars nominated by these four councils. For the past thirty years CIES, under a contractual arrangement with the Department of State, has had major responsibility for the administration of the Senior Fulbright-Hays Program in the United States. It has conducted annual competitions and nominated American scholars for university lecturing and postdoctoral research awards abroad, arranged for the affiliation and academic programs of visiting scholars in the United States, developed orientation programs, organized seminars and conferences, and advised the Department of State and Board of Foreign Scholarships on both operational and policy issues relating to the senior program. In addition it has been responsible for conducting the annual U.S. competition for the Indo-American Fellowship Program and for arranging affiliations in the United States for Indian scholars receiving grants under that program; it also nominates Americans for postdoctoral research awards in Spain under the Agreement of Friendship and Cooperation between Spain and the United States and for NATO awards in the social sciences and humanities. On April 1, 1978, the Council's contract with the Bureau of Educational and Cultural Affairs of the Department of State was transferred to the new International Communication Agency.

The Fulbright Program is surely one of this country's more imaginative and fruitful ventures into international education. It provides impressive evidence of the ability of government and academia to work together to promote the goals of mutual understanding and international cooperation for educational, scientific and cultural advancement. While it is only one of many government-sponsored exchange programs it has a special role and place by virtue of its longevity (it is entering its fourth decade); the number of exchanges (to date a total of over 120,000 Americans and foreign scholars have participated); the number of countries involved (at present between 90 and 100 annually); the academic levels and variety of pursuits of exchanges (graduate students, primary and secondary school teachers, university professors; scholars and teachers in virtually all academic fields, lawyers, journalists, artists, educational and technical consultants).

The Senior Fulbright Program

These remarks concern primarily the senior program under which some 15,000 American university professors and advanced research scholars have gone abroad and a similar number of scholars from other countries have come to the United States since 1948. From the beginning the program has enjoyed high repute in academic circles both here and abroad. We believe there are three principal reasons why this is true:

One is that participants are selected by their peers according to the criteria of professional and academic merit. Some 250 scholars assist CIES each year in reviewing nearly 3,000 applications submitted for some 500 lecturing or teaching appointments abroad. Members of screening and area committees are nominated by or approved by the appropriate national research council and are chosen for scholarly standing and in some cases specific area knowledge. They serve without compensation. At the same time American colleges and universities gladly host between 500 and 600 visiting Fulbright scholars each year. They provide or contribute to the stipends of approximately one-third of them and waive fees and provide library and laboratory facilities for all.

A second reason is that most exchanges are planned and administered by binational foundations and commissions in the host country. Composed of equal numbers of Americans resident in the country and of national scholars and officials, the binational agencies have helped give the Fulbright Program unique credibility and acceptance. Increasingly other governments have seen fit to contribute to its financial support.

American grantees abroad are assisted by their binational sponsorship in obtaining access to archives, professional colleagues and government officials essential to their research at the same time that host country recognition of their status as scholars frees them from some of the liabilities borne by "official" representatives--they are received hospitably by audiences that might be either closed or unsympathetic to official speakers.

Finally, general supervision of the Program and responsibility for final selection of all grantees has been vested in the Presidentially-appointed Board of Foreign Scholarships. The Board's selections are based on the recommendations of the Council, subject to approval and placement abroad.

Opportunities for the Future:

A widely voiced concern a year ago when the merger of the information and educational exchange programs was still under discussion was that the reorganization might signal a closer identification of the cultural program with the information--often regarded as the propaganda--function of the Government. The determination to avoid this identification was shown by the President's communication transmitting Reorganization Plan No. 2 of 1977 to the Congress:

> Several principles guided me in shaping this reorganization plan. Among the most important were:
>
> --Maintaining the integrity of the educational and cultural exchange programs is imperative. To this end, the plan retains the Board of Foreign Scholarships, whose strong leadership has done so much to insure the high quality of the educational exchange program. In addition, I intend to nominate an Associate Director who will be responsible for the administration and supervision of educational and cultural functions consolidated in the new agency...

An able scholar/administrator, Dr. Alice Ilchman, Dean of Wellesley College and Professor of Economics and Education, has since been appointed Associate Director for Educational and Cultural Affairs in the new Agency and both she and the Director have declared their intentions that the selection of participants in the program should remain in the hands of scholarly, non-governmental organizations in this country and abroad.

We reaffirm our belief in the value of the Fulbright Program and the contribution it has made and continues to make to international education. The college teacher--no matter what his field--who goes abroad with his family to live and work in a different cultural setting for a year is never the same again--nor is his family. Their changed perceptions affect those they teach and work with on their return, and in more than the occasional instance have affected career directions for both the grantee and the family.

The Fulbright Program is relatively small: Five hundred U.S. scholars per year out of a total of approximately 650,000 full-time academics from some 3,000 American institutions of higher learning receive full or partial support to go abroad and teach and do research. About six hundred scholars from between 90-100 other countries come to the United States. Inflation in recent years has so outstripped funding for the program that in Europe nearly half of the grants to Americans now are for less than the full academic year and provide only travel. In many instances grantees subsidize the program--including lectureships, which account for about three-quarters of all senior awards--while able teachers and scholars from institutions that do not provide faculty sabbaticals are excluded from participation because of the inadequacy of Fulbright stipends. Of our visitors from abroad about one-third can afford to spend three months or less in the United States.

We believe that this is the time to make a concerted effort to increase the number of Senior Fulbright grants from 500 to 1,000; to re-establish the academic-year grant as the norm; and to provide awards adequate to enable grantees and their families to live abroad without untoward hardship.

Since the beginning of the program in 1948 the number of American professors teaching full time has more than doubled and the number of post-secondary students has increased by a factor of four. Neither Fulbright awards nor alternative sources of support for substantial overseas academic experience have kept up; indeed both government and private resources have steadily contracted. If global interdependence is a fact, then we should be able to find ways to bring needs and opportunities more nearly into line with one another.

MILBURN, NANCY S(TAFFORD), b. Syracuse, NY, Sept. 7, 27; m. 51; c. 2.
PHYSIOLOGY, ELECTRON MICROSCOPY.

Education:

Radcliffe College	A.B., February 1949
Tufts University	M.S., June 1950
Radcliffe College (Harvard)	Ph.D., March 1959

Positions Held:

1949-1951	Teaching and Research Assistant, Tufts University, Brandeis University.
1952-1954	USPH Pre-doctoral Fellow, Harvard University.
1957-1958	Research Assistant USP training fellowship, Harvard University.
1958-	Research Associate in Insect Neurophysiology.
1958-1959	Instructor in Biology, School of Special Studies, Tufts University.
1959-1961	Instructor in Biology, Tufts University.
1962-1966	Assistant Professor of Biology, Tufts University.
1966-1971	Associate Professor of Biology, Tufts University.
1967-1968	Acting Chairman, Department of Biology, Tufts University.
1971-	Professor of Biology, Tufts University.
1972-	Dean, Jackson College for Women; Associate Dean of Instruction, Tufts University.

Organizations:

Phi Beta Kappa
Sigma Xi
American Society of Zoologists
Biophysical Society
American Physiological Society
Society of Cell Biologists
New England Society of Electron Microscopists
American Microscopical Society
American Association of University Women
National Research Council
Women in Science and Engineering
American Women in Science
Council for International Exchange of Scholars

Offices Held:

Representative of the American Society of Zoologists on the N.R.C.
Director, New England Society of Electron Microscopists
Director and Member of the Corporation of the Harvard Apparatus Foundation and Harvard Apparatus Company
Editor, The Physiology Teacher
Board of Visitors to the Harvard Biology Department
Advisory Screening Committee for Life Sciences, CIES
Chairman, CIES

Research:

Neurophysiology, especially synaptic transmission, neurohormones and synaptic transmitters; electron microscopy of insect nervous system, receptor organs and effectors.

Mr. FASCELL. Thank you very much.

Mr. Blitzer, do you have anything at this point?

STATEMENT OF CHARLES BLITZER, FORMER CHAIRMAN OF THE COUNCIL FOR INTERNATIONAL EXCHANGE OF SCHOLARS

Mr. BLITZER. Mr. Chairman, I would simply second what Dr. Milburn has said. I think really this is an enormous bargain for the United States, in an increasingly interdependent world. I think the rewards to the United States as well as the rewards to the individuals who participate in the program are out of all proportion to the amounts of money that are spent.

I might also say, as Dr. Milburn has suggested, it is our view that the program could be increased, both by increasing the number of scholars and also the stipends offered to scholars. I think it might be pointed out that the overhead, as it were, the cost of administering the program, would not rise in any proportion to the number of new fellowships, if new fellowships were indeed offered.

The CIES, which nominates the senior Fulbright-Hays scholars, nominates approximately twice as many as can be funded in any event. So, in that sense there would be no extra administrative costs on our end whatsoever if the number were increased. As is perfectly obvious, it costs just as much to choose a scholar to go abroad for 3 months as for 12 months. The longer appointments again would involve no extra administrative expenditures really whatsoever.

Mr. FASCELL. Dr. Wilburn, would you like to say something?

STATEMENT OF ADOLPH WILBURN, DIRECTOR OF THE COUNCIL FOR INTERNATIONAL EXCHANGE OF SCHOLARS

Mr. WILBURN. I would like to make one point that gets obscured when we talk about the Federal support for this program.

The American universities have in many different ways contributed to the program, particularly in making available the scholars on our 50 selection panels. These 250 people serve without compensation. It is a [illegible]ical element in the program and it is one that has been contrib[illegible]y U.S. universities for the past. This fact doesn't get stressed [illegible] enough, so that when we talk about expanding opportunities through more Federal support, we should also recognize the significant contribution that is being made by U.S. universities to the administration of the programs.

Mr. FASCELL. So we have a lot of talent which is being voluntarily contributed.

Mr. WILBURN. That is right, and we nominate for these awards twice the number of people than the number of grants we have. Hence, we could, in fact, double the number of Fulbrighters going abroad, just from the numerical base which we now have. We nominate many excellent scholars.

Let me just cite one example. In England we have only four open awards. We receive about 160 applications, and we nominate for these four awards about 80 scholars, 80 first-rate people. So, the competition for those four grants is very keen indeed.

Mr. FASCELL. Of course, that has to do with the great reputation that the program has, it seems to me.

Mr. WILBURN. Yes.

Mr. FASCELL. How many people are we talking about?

Ms. MILBURN. We would be going from 500 to 1,000 scholars per year. We estimate that the cost would probably average out to about $30,000 per scholar. But that would not be entirely U.S. Federal funds because of the other contributions that come into the program. Some of it, in fact, would even be foreign funds.

Mr. BLITZER. I might add, Mr. Chairman, that would be 1,000 out of 650,000 who teach in American academic institutions, rather than 500 out of 650,000.

Mr. FASCELL. What proportion of the exchanges are in the media fields and other business fields, et cetera?

Mr. WILBURN. We do have a copy of our last annual report and we do have the awards summarized by discipline.

Mr. FASCELL. Well, just more or less. I am just trying to get some idea of the range and variety.

Ms. MILBURN. While he is looking for the figures, I might just comment as a point of interest that the exchanges with the Soviet Union are just beginning to open up. One of the areas that we discovered the Soviet Union was very interested in exchanging scholars in is the area of management and business. We found that interesting and unusual. They have opened their first school of management, just outside of Moscow, this year.

Mr. FASCELL. So that has been the reason for all their troubles.

Mr. BLITZER. Might I add one thing also, Mr. Chairman. It seems to me particularly happy that this committee is taking an interest in this subject. If I can be anecdotal for a moment, Dr. Wilburn and I were at a meeting a few weeks ago about language and area training. It was, I am afraid, partly a matter of the believers preaching to each other, until a man from OMB stood up and said:

> I am going to find it very hard back in OMB to convince people that they should pay for children to learn foreign languages when they don't know English, or to learn about Arabic culture when they don't know about American culture.

It was pointed out by one of my colleagues at that meeting that in terms of national bookkeeping, this enterprise really, I think, should be viewed as part of the international relations of the United States, rather than simply as a part of education.

I would find it hard to explain why the taxpayers should be paying to teach kids Arabic when they don't know English. But I think if this kind of international education enterprise is compared with military assistance, and aid programs, and diplomatic programs, and military programs, again the payoff is enormous in terms of the position of the United States in an interdependent world.

I am delighted this committee for that reason is taking an interest.

Mr. FASCELL. I certainly agree with you. I think it is absolutely true. The difficulty, of course, is in translating that into specifics that are understandable so you get some budgetary consideration. This is the difficulty I see.

Mr. **Blitzer.** There are facts which I don't think we have before us, but which I am sure you will hear from ICA, or from the Board of Foreign Scholarships. For example, the number of foreign leaders that are alumuni of the Fulbright exchange program. I think this does make a difference. It is not an immediate impact in the way that sending a tank to some country might be for better or worse, but I think over the longrun it has already been demonstrated.

Mr. **Fascell.** I question that criteria. I don't know that I have any basis for questioning it. But I am wondering whether or not that is a proper evaluation to give to the benefits of the program.

Mr. **Blitzer.** I remember again the melancholy figures and facts that I heard about the number of people in this country who knew anything about Vietnam while the United States was getting involved and staying involved in Vietnam.

It seems to me it is enormously in the national interest that there be people, not simply political scientists, but natural scientists and humanists and people in the media and in the professions who have experience living in the rest of the world.

I think given the reputation of this program, it perhaps is the best single vehicle for achieving that. I might say—I don't mean to be an alarmist, but I am not honestly sure how long the reputation of the program can last given the present level of funding. It is below the peak that it reached a few years ago.

We were told in the old days when we talked to the State Department and the Board of Foreign Scholarships—now ICA and the Board of Foreign Scholarships—we have to work hard to get better academics participating in the program. Given the terms of the appointment and the sacrifices Dr. Milburn has talked about, it is increasingly difficult to get those people to participate.

Mr. **Fascell.** How does the decrease in the value of the dollar and inflation affect the program?

Mr. **Blitzer.** Drastically and unfortunately.

Mr. **Fascell.** Do you have some specifics that are translatable?

Ms. **Milburn.** The appropriations have been increased but have not kept up with inflationary costs.

Mr. **Fascell.** Increased for an inflationary factor, real dollars or what?

Mr. **Wilburn.** For an inflationary factor basically. The number of Americans going abroad has been roughly the same over the last several years, 500, but they stay for shorter and shorter periods of time to compensate for the decrease in dollar support.

Ms. **Milburn.** And the patterns of countries to which they go are changing a little as a result of the depreciation of the dollar, in certain areas of the world.

Mr. **Fascell.** Is that good or bad? Should we be sending scholars to Europe?

Ms. **Milburn.** Yes; I think we should. I think although the perception seems to be that we are giving through the Fulbright program, in fact I think we would argue that we are getting.

Mr. **Fascell.** Agreed, but could you make a case to send everybody to Africa for a few years?

Ms. **Milburn.** No; we wouldn't want to send everybody to any one place. I think that would be disastrous.

Mr. **Fascell.** So do I.

Mr. **Wilburn.** Mr. Chairman, on that point I visited last spring several countries in West Africa and talked with vice chancellors about the Fulbright program. They are very desirous of having many more the Fulbright scholars in these African countries.

I wondered why, since they already have a large number of expatriate professors from universities. But several vice chancellors told me that they themselves, during their student days in Europe, encountered American Fulbright professors in European universities, and since this was a highly prestigious award in these universities, they saw the existence of a Fulbright professor at their campus as an indication from world scholarship that they had arrived. So they treat such scholars with great dignity. They make effective use of them as scholars and they are very happy to have them.

Mr. **Fascell.** Do you have a handle on nonacademic slots?

Mr. **Wilburn.** Yes; in business management during 1977–78, we had approximately 14 awards and in communications journalism another 9. About 25 percent of the awards were in the sciences and technology.

Mr. **Fascell.** Budgetary constraints aside just for the moment, it has been suggested that a greater effort be made in the nonacademic area. If you had the budget to meet that, what is your general reaction to this suggestion?

Ms. **Milburn.** I think it can be done. I think it is going to take time. Again, it will take sustained support because businesses and professional people that are in firms and this type of thing find it very hard to leave for sustained periods of time and the salaries are very high.

Mr. **Fascell.** Do you think it might be better to have the nonacademic decisions be made outside of the council, and set up a different group to do this?

Ms. **Milburn.** No; I think by its very nature the council might change somewhat to meet those needs, to make the judgments that are necessary to be made. But I don't think the judgments are extremely different in character. I certainly have been faced with applications from persons in fields other than the immediate scholarly fields, and it isn't difficult to make the judgment.

Mr. **Fascell.** In other words, I gather that what you are saying is you would not personally have too much reservation in expanding the program nonacademically if you had the necessary——

Ms. **Milburn.** I suppose the model in my mind is the Nieman Fellow program that takes journalists into the academic environment. It is very hard to see, however, how you are going to have quite the same relationship with institutions receiving such scholarships. Either you are going to have to have a journalist who is assigned to a journalistic post in another country, or a management expert who perhaps goes to advise the government in another country. I think there has to be a receiving structure on the other end, and that will bear a little thinking out.

Mr. **Wilburn.** Mr. Chairman, I might say that we already have a significant number of nonacademics coming from abroad to fit into U.S. academic institutions. For instance, with Romania, we are bringing ministry officials from the Ministry of Foreign Trade, the Ministry of Agriculture, and putting them into U.S. academic institutions.

In this particular case, we do have, at least on one side of the exchange, an academic institution. We have had American professionals, lawyers, for example, going to Afghanistan, to advise and to work with the Supreme Court of Afghanistan. In that particular model we did not have an academic institution, but it is not that we could not manage that. If one thinks about the competition between the academic and nonacademic professionals, for these scarce resources and the biases already built into our program, we would say that we are not serving right now all of the demands from the academic side.

Mr. Fascell. That is because you can't.

Mr. Wilburn. That is right, but we can see a return to the U.S. academic community from the exchange of academics. As we consider the American university student, for example, and the importance to these students of having professors who have had international experiences, and who can then influence the world view of their students. I think this is a very important return from our investment in international exchanges.

Mr. Fascell. That is why the thought occurred to me—and I don't know enough about this yet—that perhaps where you have nonacademic arrangements it would be better left to somebody else, and where you have an academic arrangement that it be handled the way you are handling it now.

I don't know if you are going to get into any major expansion of the program. But I certainly would not want it to be competitive with the program we now have in terms of dollars. That wouldn't make any sense. We have enough trouble without starting competition.

Ms. Milburn. The academic community, I think, has many professionals who flow in and out of it, as research professors or as research scholars, clinical appointments, and this type of thing. So that in effect it has already a structure that can be used in this rather open way.

Mr. Fascell. How do you see the unmet needs in international research and training?

Ms. Milburn. Well, my institution has one of the few schools of international law and diplomacy. I come from Tufts University, and this is the Fletcher School.

One of the points that some of the people over there worry about a bit, I think, is the fact that nearly all of those schools that are set up to teach experts in international relations are private schools. There are only one or two exceptions. Probably the University of Virginia and the University of Washington stand out. But one thinks immediately of Columbia, Princeton, Johns Hopkins, and Duke on the private side.

Again, there is this foundation problem that I mentioned earlier. There are very few foundations that have sustained support for the study of international relations. The Ford Foundation, only 2 years ago, pulled back severely its commitments in terms of international education. The foundations like to innovate. They like new kinds of programs. So, sustained support of programs is not something that they support heavily. The SCAIFE Foundation, I think, is one of the few exceptions, and this is a foundation that supports studies in international security. But even that has not been in the business for so long.

One, therefore, has the feeling that the private schools and the students in private schools, most of whom support themselves on the graduate level, are the ones who are going into the study of international relations. They will be the teachers of international relations on the university level, and they may in fact turn out to be the practicing diplomats as well. That has an aspect of exclusion of certain people from these very important studies—unless the Government steps in to support the student of international relations, who does not come from a wealthy family.

I am not suggesting that we should put more money into public schools of international relations. I think one should give perhaps some thought to the support of students of international relations through Federal funding and Federal scholarships.

I know that this can be a very delicate subject. Especially at the Fletcher School, there was at one time a tradition of Government-supported students who went directly into the State Department, and this was felt to be too narrow and constraining a program. At the same time, unless Federal funds are available on a competitive basis for a variety of students in the field, the field itself will not be as rich.

Mr. BLITZER. Mr. Chairman, I think I saw a notice somewhere you will be hearing witnesses who specialize in foreign area training, people like Professor Ward and so forth. This obviously is a need, but I think they can address it much better than I can.

Our particular concern in the senior Fulbright-Hays program, I think, is that throughout the entire fabric of the society, and the entire fabric of the academic world, there should be people who have the advantage of this kind of experience. Again, not simply for their own sakes, but for the sake of the society. So, there would be professors of biology and of physics and of journalism and of business—not simply area specialists. I think the payoff of this is enormous for the country.

Mr. FASCELL. Mrs. Meyner has been trying very hard to get some specialists trained in mediation, arbitration, and the settlement of conflicts. She is having an awful time, a real conflict.

Mrs. MEYNER. I am going to have to tie it to some educational bill, Mr. Chairman.

Mr. FASCELL. Mrs. Meyner.

Mrs. MEYNER. Thank you, Mr. Chairman.

Dr. Milburn, Mr. Blitzer, and Dr. Wilburn, it is certainly nice to welcome you here.

There was a 1971 NSC study of U.S. Government exchange and training activities, and it recommended that a private international exchange council be formed as a catalyst for private sector and Government cooperation. Do you think this is a feasible approach to such coordination, or would it simply add another player to an already crowded game? How do you think such an international exchange council, if you favor it, should operate? Or, is this duplicating what has already been done?

Ms. MILBURN. I don't think it is duplicating something that has already been done. I think it certainly would, if it had a very broad program and a broad mandate, be a very useful thing. I think there is a sense of critical size in these enterprises. Unless the program that it administered was a fairly large one, it would indeed seem to be a rather heavy duplication of investment in administration without a corresponding investment in program.

Mrs. **Meyner.** Do you believe that the international aspects of education would be enhanced by attaching ICA officers to facilitate these matters at the State and local level?

Ms. **Milburn.** I think it might be wise to use the State educational structures to do this. I am not sure I think it would be helpful.

I know of one instance in the State of Hawaii where there is someone concerned with marine resources and programs, and where there is a special need within a State it seems to me that does make very good sense. But, it is hard to think of this as an across-the-board need.

Mrs. **Meyner.** Thank you.

Thank you, Mr. Chairman.

Mr. **Fascell.** Mr. Ryan.

Mr. **Ryan.** No questions, Mr. Chairman.

Mr. **Fascell.** Mrs. Meyner, I have just been summoned to a meeting. I wonder if you would take the chair. It has to do with the bill that is on the floor today that I am involved in.

I have to excuse myself and apologize to all of you. I want to thank all of you for coming and contributing to our study. I am not sure where we are going. We are getting educated.

Mrs. **Meyner** [presiding]. Thank you very much. We appreciate your testimony very much. It will all be included in the record. Thank you.

I would like to call our next witness, Rosemary Mazon, vice president of Pullman, Inc.

We are very glad to welcome you here this morning. You have submitted a prepared statement. Please feel free to summarize that. It will all be included in the record. Or, if you wish, you can give it in its entirety.

STATEMENT OF ROSEMARY MAZON, VICE PRESIDENT FOR CORPORATE RELATIONS, THE PULLMAN CORP.

Ms. **Mazon.** In the interest of time, I have summarized it.

I am delighted to be here and have this opportunity to talk to you, Mr. Ryan, Mr. Buchanan. I compliment all of you on your wisdom in investigating the subject.

I am Rosemary Mazon, vice president of corporate affairs of Pullman, Inc., which is headquartered in Chicago.

You may wonder why I felt qualified to speak on the subject we are discussing this morning, so I will tell you. I served as Senior Vice President of the Export-Import Bank of the United States for 6 years prior to joining Pullman.

I have been on the faculty of the University of Wisconsin Graduate School of Banking for the past 5 years, lecturing on international finance, and I am a member of the U.S. Department of Commerce Illinois Export Council and a member of the Business Advisory Committee at the University of Kentucky's Patterson School of Diplomacy and International Finance.

My company is a diversified engineering and capital equipment manufacturing organization over half of whose operations involve foreign markets. Within the past year we have designed and supervised the construction of major industrial projects in Algeria, Indonesia, Mexico, Poland, the U.S.S.R. and numerous other countries.

We identify our corporate future with growing international trade, investment and technology relationships. We also feel strongly that the current status of our national understanding of international affairs is woefully inadequate. We are especially concerned over what we perceive as inadequate comprehension of the international environment in which we conduct our business on the part of our own Federal Government. I would like to focus my remarks on these three points.

First, I would like to underline everything that Nancy Milburn said because these situations—from the practical business standpoint and theirs from the educational standpoint primarily—really mesh, and as you follow my remarks I think you will understand why I say that.

The United States has moved into a position in which foreign trade and investment are critical for the national economy. That development calls for an educational process within Government and business so that we are all operating with roadmaps that reflect the real world. The importance of these international operations not only to my company but to the Nation is simply not adequately recognized in Government.

Second, the international environment in which we do business has changed dramatically, even drastically. It is a challenging new environment, often involving countries with whom the United States had extensive business relations in earlier periods. Our Government needs to recognize and appreciate this new international business climate so it can design policies that are realistic and workable.

Third, we find that U.S. Government policies increasingly are shaping our international business operations. We find that over a broad range of issues government positions are the determining factor in whether or not we will conclude a transaction with a foreign customer.

Many of these issues are of a diplomatic, political, or national security character rather than economic policies. They involve sensitive relationships with other countries, such as the Soviet Union, Saudi Arabia, and South Africa to name just a few. They involve the growing Government preoccupation with international corporate responsibility in such spheres as improper payments, codes of conduct, international disclosure, and accounting standards and human rights.

I think you will agree with me our national stake in international business is large and growing steadily. I am sure you will also agree that we have a need to understand the foreign countries with which we are doing a huge amount of business. In the past, this understanding may have been largely a preserve of diplomacy and security. Today, it is an inescapable requirement for a large segment of our economy, and especially of our major corporations.

Despite the obvious need, we still lack a national policy on exports. Within the high councils of the executive branch support for these foreign sales remains a debatable issue. Achieving a consensus is difficult. One of the most influential assistants to the President was quoted in the press 1 week ago as saying that exports do not command a high priority. Yet, the President's Export Council, a useful channel for private consultation with Government, has yet to meet since this administration took office. Two recent appointees to this Council, despite its inactivity, have no apparent experience with international business.

I can only conclude that until we demonstrate serious interest in international business, we will not be prepared to insist on an adequate educational system in the classroom and on the job to support our understanding and knowledge of foreign countries and global relations.

I thank you for the time that you have given me.

[Ms. Mazon's prepared statement follows:]

PREPARED STATEMENT OF ROSEMARY A. MAZON, VICE PRESIDENT, CORPORATE AFFAIRS, PULLMAN, INC., CHICAGO, ILL.

Representative Fascell, Committee members, my name is Rosemary Mazon, and I am Vice President-Corporate Affairs of Pullman Incorporated which is headquartered in Chicago. My company is a diversified engineering and capital equipment manufacturing organization over half of whose operations involve foreign markets. Within the past year we have designed and supervised the construction of major industrial projects in Algeria, Indonesia, Mexico, Poland, the U.S.S.R., and numerous other countries. We identify our corporate future with growing international trade, investment, and technology relationships. We also feel strongly that the current status of our national understanding of international affairs is woefully inadequate. We are especially concerned over what we perceive as inadequate comprehension of the international environment in which we conduct our business on the part of our own federal government.

My own personal experience has been heavily oriented toward international relations in business, government, and educational institutions. I have been with Pullman since 1975. Before that, from 1969 to 1975, I was Senior Vice President-Export Expansion with the Export-Import Bank of the United States. I have been on the faculty of the Graduate School of Banking at the University of Wisconsin in Madison for the past five years. I am also a member of the Advisory Board of the University of Kentucky (in Lexington) Patterson School of Finance and International Commerce.

I would like to focus my remarks on three points.

First, the United States has moved into a position in which foreign trade and investment operations are critical for the national economy, and that development calls for an educational process within government and business so that we are all operating with road maps that reflect the real world. The importance of these international operations not only to our company but to the nation is simply not adequately recognized in government.

Secondly, the international environment in which we do business has changed dramatically, even drastically. It is a challenging new environment, often involving countries with whom the United States has not had extensive business relations in earlier periods. Our government needs to recognize and appreciate the new international business climate so that it can design policies that are realistic and workable.

Thirdly, we find that U.S. government policies increasingly are shaping our international business operations. We find that over a broad range of issues government positions are the determining factor in whether or not we will conclude a transaction with a foreign customer. Many of these issues are of a diplomatic, political, or national security character rather than economic policies. They involve sensitive relationships with other countries, such as the Soviet Union, Saudi Arabia, and South Africa, to name just a few. And they involve the growing government preoccupation with international corporate responsibility - in such spheres as improper payments, codes of conduct, international disclosure and accounting standards, and human rights.

Let me now return to these one at a time. First, the importance to the U.S. economy of exports and overseas operations. For two decades exports accounted for about 4 percent of our gross national product. But in some recent years this proportion has risen as high as 7 percent. In 1977 exports totaled about $120 billion. This year they will be in the neighborhood of $125 - 130 billion. That is an enormous amount of business. The annual overseas production of our American companies, on the other hand, is several times the size, perhaps $500 billion, and the return in the form of dividends remitted home perhaps $14 billion.

I think you will agree with me that our national stake in international business is large and growing steadily. I am sure you will also agree that we have a need to understand the foreign countries with which we are doing a huge amount of business. In the past this understanding may have been largely a preserve of diplomacy and security. Today it is an inescapable requirement for a large segment of our economy, and especially of our major corporations.

Despite the obvious need, we still lack a national policy on exports. Within the high councils of the Executive Branch support for these foreign sales remains a debatable issue. Achieving a consensus is difficult. One of the most influential assistants to the President was quoted in the press a week ago as saying that exports do not command a high priority. The President's Export Council, a useful channel for private consultation with government, has yet to meet since this Administration took office. Two recent appointees to the Council - despite its inactivity - have no apparent experience with international business, a telling reflection of the level of interest in the subject. I can only conclude, until we demonstrate a serious interest in international business, we will not be prepared to insist on an adequate educational system - in the classroom and on the job - to support our understanding and knowledge of foreign countries and global relations.

My second point is that the international environment in which American companies do business today is increasingly difficult. It is an endless challenge to stay abreast of what is happening in our foreign markets and among our major competitors. Most companies are compelled to devote substantial resources to gathering worldwide information and subjecting it to careful analysis as a condition of doing business abroad.

We even have a new bit of jargon to describe some of this analytical process. The term "country risk assessment" has crept into our business vocabulary. What brought it about was the monetary crises that many countries have faced over the past several years as a result of higher energy import costs and their consequent pressures on national balance of payments positions. Many countries, governments, and private buyers alike have faced liquidity pinches that have thrown into doubt their ability to pay their debts. And that has meant that those of us doing business with them - from private exporters and commercial banks to government institutions like the Export-Import Bank - have had to refine our methods of calculating the risks involved.

Country risk assessment has become a difficult art and certainly it is not yet a science. Corporations and banks have been forced to rethink the standards they had traditionally applied to doing business with specific foreign countries. Some have developed sophisticated computerized models for their calculations. Others prefer less precise methods of making judgments. The inputs in the process are a blend of economic and political facts, but it is the trend that counts, and subjective elements are always a part of the process. In short, the new realities of doing business abroad have created a new intellectual discipline. The point is that we are in a constant state of education and re-education Government has to do the same.

Nothing better captures the far-reaching changes in our new global economic position than the recent trend in our trade balance. The huge deficits of the past two years were attributed to the huge price of oil imports. But recently some new light has been shed on the equation and we are discovering that the trade balance in manufactured products - the area where we Americans have long been leaders - has weakened seriously. From a surplus of $25 billion in 1975 we shifted to a $3 billion deficit in manufactures in the first quarter of 1978.

To explain the causes of that reversal in our trade relations is an education in itself. No doubt there are many factors involved, including differing rates of inflation and trends in foreign exchange markets among the major exporters. But I would like to focus very briefly on two trends of a longer-term character. One is the behavior of the industrial countries, the other of the developing countries.

It has been a challenge to follow the variations in national policy among the major developed countries. In most of them governments have chosen to pursue industrial policies in which key target industries have been chosen for massize government support. These are the sectors that are expected to be the growth fields of the future and they have been given such supports as tax incentives, research and development grants, and preferential interest rates, among others. On top of these policies, there has been increasing attention to the creation and support of government owned enterprises - companies that have some of the trappings of private firms but can abandon normal commercial behavior when longer-term market penetration or shorter-term support for employment are involved.

Among the developing countries there is a growing number that can compete very effectively in world markets in some industrial spheres. U.S. imports of manufactured products from six of these countries - Taiwan, Hong Kong, South Korea, Singapore, Brazil, and Mexico - are substantial and growing steadily. New countries are entering the lists.

Understanding this new competitive environment is perhaps one-half of the equation. The other half is equally challenging. It is the fact that more and more of our foreign markets are being found in nations with which our commercial relations have until recently been somewhat limited. Among them are developing countries such as some of the oil-producers and the Communist nations. I think you will agree, it was far easier to export to our traditional trading partners - Canada, Europe, and even Japan - than it is to develop business with these two new market groups. Doing business in both areas means mastering national development plans, establishing relations with government institutions, and investing heavily in marketing efforts.

The new international environment, then, calls for a massive education, both on the job and in the classroom. We feel that business and government both have to go back to the drawing boards to create the kind of road maps that we need to operate realistically and effectively.

My third point is much closer to home. Here I have in mind the lengthening list of United States government policies that discourage our exports and overseas operations. I don't mean to imply that these policies are deliberately meant to inhibit or damage our economic interests. But they have that effect unintentionally because they put us at a competitive disadvantage. Most of them - such as human rights, environmental concerns, rules on marketing payments to government officials - are well intended and have some merit in their own right. The problem is that in developing these positions we look at the non-business values and priorities and fail to examine the impact on our economy.

What we require is a better balance both in the policy-making process and in the end-result, the laws and regulations that increasingly guide the way we do business in foreign markets. Hopefully one of the more useful results of the current inter-agency task force on export policy will be a mechanism of some kind to achieve this balance. This might be accomplished through requiring export impact statements whenever major laws or regulations are under consideration, or through the creation of a permanent, experienced and knowledgeable inter-agency group that would conduct such an evaluation. This would permit us to escape some of the self-inflicted wounds that make our companies less competitive than they should be. This process, I might add, would require an effective system of continuing education in international affairs.

But apart from the creation of new behavioral standards, often surrounding the concept of corporate responsibility, we face an increasingly difficult environment at home through the linkage of political relations with other nations and our business dealings. Clearly there are instances where national security requires governmental intervention, regulation, and control. But what has happened in recent years and especially in recent months is the emergence of a seriously unpredictable political climate that puts an increasing range of overseas markets beyond our reach. Again, it is not the political relationship as such that I want to comment on, but rather the the impact on our ability to do business abroad, especially on the credibility of American companies.

Two recent policy trends stand out. One is the impact of our human rights policy on Export-Import Bank lending. In recent months loans have been turned down to Argentina, Uruguay, and Chile. If the official policy had simply been to create a list of nations that are off-limits to Eximbank, then our exporters would be able to operate with some predictability. They could either avoid those markets or finance their sales through commercial banking channels. But there is no official list, each case is dealt with on an *ad hoc* basis. If the current climate shows some improvement in responding to American admonishments on human rights, an Eximbank loan might be forthcoming. An exporter, therefore, must keep one eye on the market and another on the endless twists and turns of U.S. relations with a lot of countries. An education on what it takes to export in today's competitive markets might inject some balance into this mounting uncertainty.

The second policy sphere is the on-again, off-again relationship with the Soviet Union. Here the linkage to political relations is more visible, more of a front-page happening. U.S. exporters are being used as instruments of broader policy goals that are a challenge to business to follow. Too many more twists and turns and many companies will probably abandon the market, and U.S. economic interests could be seriously neglected.

These, then, are the thoughts that I am grateful to share with you. Let me repeat the three of them. First, exports and overseas operations have become of vital importance to our business community. Second, our companies face a challenging, difficult international environment today through both the new rivals with which we compete and the new markets we must attempt to penetrate. Third, our own laws and regulations are increasingly a challenge to our overseas business activities. We draw a key lesson: our nation, our government, and our business community require a continuing educational process that prepares us for this challenging new world we're living in.

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Mrs. Meyner. Thank you very much, Ms. Mazon. That was good testimony. It will all be included in the record.

What role would you like to see the business and financial community play in international education and exchange and training? Not enough of that is done, we know. Do you have any particular ideas that might be helpful to us?

Ms. Mazon. Yes; I do have some thoughts on the subject simply because I have been so involved in it. I see that there is a huge vacuum out there that could be filled by people like myself, who are in business, if the Government encouraged them, on the basis that it is a part of our business operations that we can participate in outside endeavors.

My role at the University of Kentucky Patterson School, for example—that is a fantastic operation. I think the school should have more wide recognition for the program than it has.

These are graduate students. This is not a school like Thunderbird, necessarily. That is purely in international education. Patterson School goes into the financial aspects of trade as well as the diplomatic aspects.

It is broader, but my participating in their programs is afforded to me by my company. I think that if our Government recognizes that more business people could do this sort of thing—if they were a little less suspicious of outside interests on the part of business, the business community.

What we are trying to do is educate the younger people as they grow into this atmosphere we are working in exactly how difficult it is. I think too many students have stars in their eyes when they are looking at this foreign diplomacy and foreign action.

Mrs. Meyner. Romantic and glamorous. But like everything else, it is 95-percent drudgery.

Ms. Mazon. I have talked to the Foreign Service students at the University of Georgetown, and it is a good school. It does equip them for State Department service and in some areas of further expertise overseas. But, I don't think they are getting the hard facts. I think that has to come from the business community, and I think there are too few of us out there discussing these hard facts.

I hate to see the return that I see to a protectionist attitude on the part of so many of our legislators because I don't think they understand, either. I think there is another area where the education process has to go through.

Mrs. Meyner. Providing global perspectives?

What about language training?

Ms. Mazon. I get hit on by a lot of people when I say this, but I don't think that is No. 1. I think our prime concern is understanding of other countries and their peculiarities—and we can say our own peculiarities—having them knowledgeable. The English language is a universal language, and I see it every day, primarily when business is being done.

The U.N. has to have interpreters and the language barrier there has to be broken, but in the business community—and this is with the U.S.S.R. and Japan—I have seen the Japanese say to us, "Don't print your materials in Japanese. We read your language, and we read it from front to back, not from back to front." They are very amused by our attempts.

I think business people are educated in the English language. I don't think that is the No. 1 problem, but I think it is a very essential thing, and it is a complimentary thing we can do for each other, to learn another country's language.

Mrs. **Meyner.** Mr. Ryan.

Mr. **Ryan.** I would like to ask you the same kind of questions I have asked others before. I think your identity here is perhaps the most significant of all when it comes to these responses. I am concerned about a more basic approach regarding business involvement.

It is obvious to you, as it is to me, that as time goes on we will have to have a greater involvement of this country in the commerce of other nations—not so much because we have to sell, but also because we have to buy.

We have an enormous need in the area of raw materials today that never before existed. Nobody knows that fact in this country. There is still, I think, a broad, a general assumption that this country is self-sufficient as far as raw materials are concerned.

Based upon that, you have, I think, relatively sophisticated people in charge of the Nation's press, but there exists the attitude toward this legislative body that somehow when members leave the continental limits of this country it is engaging in some kind of nefarious activity which is no good for the country and no good for the individual who goes.

I happen to have an opposite view. If there were a law requiring members to go someplace and listen to somebody say something somewhere else in the world, we would not be in trouble today on the floor of this House in regard to a Foreign Assistance Appropriations Act, which is the smallest in the free world.

Therefore, if that particular line of reasoning has value, I wonder what more the business community can do internally to make it easier for this Congress to become more knowledgeable about these problems?

I think that until you can resolve this basic problem of the sensitivity of Members of Congress to scathing criticism at home whenever they leave town, we are all in trouble.

Ms. **Mazon.** I think the term "junket" is used mostly by the journalistic world.

Mr. **Ryan.** By jealous journalists.

Ms. **Mazon.** I don't think business people have any objection. In fact, they applaud the idea of our Congress getting to know the rest of the world.

Mr. **Ryan.** I am aware of that. But I wonder if there could not be more emphasis placed in the enormous advertising campaigns conducted, especially by large industries.

Ms. **Mazon.** I think the business community would like to do this. I think they would like to take the Congress with them and show them exactly what we are encountering in other parts of the world. But that is a no-no. You cannot put a Congressman or Senator on a plane that the press doesn't pick it up and say they are getting a free trip.

One thing we have done—Illinois being the export center of the United States—we lean into this more heavily than others. Congressman Rostenkowski knows this. He is a frequent visitor to our companies.

We had a world trade conference which we have now wisely cut to a day and a half because it allows an awful lot of activity in a lot less time than they used to have. I think these things are part of the businessmen's thinking now.

But we had breakfast at 7 in the morning, and Anderson and Rostenkowski and a number of the other Congressmen and Senators from our State were there, and they had an off-the-record session in each case with 20 businessmen who do export activity. They were told no holds barred—tell them the truth and how difficult it is and what we need from them. We found a very encouraging response.

But I think our Members of the legislature are a lot more knowledgeable in Illinois because that is the export center. But, generally, we are talking to ourselves. I think we are not reaching out. On the part of the business community I apologize for not doing more. But I think there is a terrible lack of education internally in Government, and I would suggest there might be a way to get the new Congress, each session, to meet with a group of businessmen, business people, like myself, and those of us who have labored in the vineyard for a number of years, and let us get it all out on the table. Let's tell them where their world trade knowledge is shallow and what we can do to improve this situation.

There are a number of us who could lecture on many university campuses who know world trade problems. We know them on a practical basis. I think that is where the encouragement ought to come. If there are schools that have this sort of training, that are turning people out into the world and hopefully trained for the world, then let us get to them and offer our time and effort.

Mr. Ryan. I think it has to be more formal and more organized than that. Until there is an organized campaign in which someone who is as prominent as Henry Ford would speak to the American Society of Newspaper Editors and give them a little bit of a blister on their attitude; until there is some kind of a speech by someone who is very prominent in the business world to the annual convention of the National Association of Broadcasters, and let them have it; until there is an organized campaign to go around and let them know; until there is an organized campaign that involves ads in U.S. News & World Report by Warner and Swasey, who could spend a little more time on this than they could on just beating the drums for good old competition, which I guess is still part of the theology in this country; until there is a more organized campaign, there is nothing.

This week, Time magazine reaches way down to the bottom of the barrel to come up with a long article on lobbyists. The whole idea is that somehow anytime anybody with an interest in themselves comes here and talks to a member, obviously something rotten is going on.

The whole attitude, even shown by the press itself, creates an illusion, the kind of mythology that goes clear back to Davy Crocket.

I think it is all right when we are thoroughly complete within ourselves. But when we find ourselves down to 19 percent of the world's GNP from 50 percent at the end of World War II, and falling further down, the Japanese yen is catching us so rapidly, it is making our heads swim.

The price of gold today hit $207 an ounce. We are losing, we are being drained, and I think in a very vital sense we won't turn that around until there is more alarm in the business community.

What happens here is an effect, not a cause. The prime cause is out there in Ashtabula, Ohio, in Weeping Water, Nebr., in Oxnard, Calif., where they don't hear much of this.

It takes a great deal of organized effort, and business in this country is still free to do that. Government is not free.

I think my concern, after the fine comments you make here, representing one of the most important companies in this country, just brings back to my mind the essential element which must be developed, beginning with the business community.

When you talk about international education, it doesn't do much good for their representatives to come in here and ask for more money. I am lucky to be able to continue voting for whatever little paltry sum we have now.

When I know the kids in school today, *x* number of them, will be dependent upon foreign imports and exports, more importantly a large number of them will be required to understand nations they never heard of today.

It has to begin somewhere, and it can't begin here. It has to begin, I think, in the private sector.

Ms. Mazon. There is hope, I think. I think Pullman has taken a step in the right direction. We are going to pursue it. It seems to be showing some results.

We are spending money on our corporate policy advertising. We are spreading it across the board. We are not advertising in Fortune, but maybe once or twice a year in the big issues.

We are going into magazines that people on the street read, and we are getting letters from people saying they never understood the subject before. We are talking about free enterprise to the junior achievers across the Nation, and what it means to earn the honest dollar, and what it means to the rest of the world.

Our recent ad had a man with his hands tied behind his back and it said, "What business people are wearing overseas these days." It was red, white, and blue tape. But that ad is running in Scientific American and other places, where we know there are people that read a specific type of magazine.

Forget the business magazines. Go into the other areas. This approach is working to the degree that we didn't dream of. We have had hundreds of letters.

I think our company continues to lead the pack, and we are trying to do that, get the others to talk to the subject.

Mobil Oil runs a great series of ads but nobody reads them because they don't grab the interest. It is a big page of type and only those who feel the way Mobil does reads those ads.

So, you have to go to the man on the street. We are trying to do it. I think that is the very reason I am here speaking to the subject. The world is not as narrow as some people would have it. It is global interdependence we are looking for, and that is what we are aiming for.

The Fulbright program has a great name. I wish we could transfer that name to the real problem.

I am proud of my company. I think others will be doing this, too.

Mrs. Meyner. Mr. Buchanan.

Mr. Buchanan. Thank you, Madam Chairman.

I want to thank you for your presence and leadership in this area.

Do you see a trend in business toward such support of international education exchange?

Ms. MAZON. A crying need. They know it is there. They can't do it alone. That is one reason we come to you, because you people do affect the laws that will eventually lead people down this path.

Your support of educational programs that will help international education to grow is one of the most important things. We can handle our own primary education in this country, but the education between nations I think is probably the most vital thing we speak to today. For a while, it was going in the right direction, but those headlines that shriek to me about the trade balance are things that really are frightening because it does affect our economy and our jobs.

Now, I will bring this home. I think you will understand why. Every time trade legislation is enacted or held up because of certain aspects which tie into everything except the economic aspect of it, we lose jobs.

My company has invested 6 years in the East bloc and may have to close its offices in the East bloc because the establishment of those offices is based on the quota of sales we make and the things we buy in these countries. We have even investigated the possibility of barter because credit is not available in some countries. You have to have some way to pay for the in and out trade. That is going back to a really old system, but it may be necessary.

The companies cannot stand still. We don't want to fire 16 people in the U.S.S.R. We don't want to fire 10 people in Poland. There are jobs going to be lost. Americans are going to come home and not be able to find jobs like those they had there.

We have a mixture in each office as required by those countries, but I am just pointing out two in the East bloc countries alone. It happens elsewhere in the world. Our dependence on other countries is becoming much more of a threat than ever before. We have to respond the best way we know, which is to go out and sell some more.

The United States has the best products in the world. People look at us with great awe because they have seen us send our people to the moon and bring them back several times, and even Swiss watchmakers think we are doing a lot better job than they are. No other country can match it. That is not being overparochial. I think we have the best products and the best services. I know in fact my company is way out ahead in the engineering construction field. We are $4 billion back ordered. But that $4 billion figure could drop very, very seriously because we have lost over $2 billion in sales in the Eastern European markets. We have 35,000 people. That $4 billion is supporting an awful lot of jobs in the United States. We hope to continue to be able to do it.

I am not the only one speaking to this. Our President and our officers are out every day trying to get the message across to other people. We are making some inroads, but it is going to take some help from the Hill, and that is why I am happy to be here.

Mr. BUCHANAN. Many of the problems of our country pertain not only to our position in the world and our economy as affected by international relations, but also on purely domestic issues.

It seems to me there are so many areas where a partnership, a trusting, working together kind of partnership between the public and the private sector, particularly between the Federal Government and business, would be of enormous benefit to everybody in the country. Yet, that obviously has not been the nature of that relationship a good part of the time.

Do you have any suggestion about how we could have a better interface, a better working together on the part of business and Government, especially at the Federal level?

Ms. MAZON. We are pretty well stalemated on that right now. I mentioned the fact that the President's Export Council has not met since the beginning of the administration. They are giving these problems lipservice, where they could really be putting their shoulder into it. I think Frank Weil is becoming frustrated. He wants to do a job, but he finds everything else has priority. I know you cannot put it all on an equal basis, but it would seem to me those headlines would scare the White House, too.

You people react to the world situations, particularly our situations, domestically, that you speak to through your legislation. But someone has to start this ball rolling. I don't think that we are adequately identified by the administration. I think we have been set back dozens of years in this trade picture. It is going to take a while, another 5 years to correct this trade balance. We cannot do it overnight.

Bob Strauss understands, but Bob Strauss has so much on his shoulders these days he doesn't know which job he is doing which day. He is too thinly stretched.

I would like to suggest that you people, when you summarize your study, talk to the President and say what I think you feel, that this is a terribly important priority item. He may think education is a secondary item. It is not. It all begins there. It begins in the schools before the people go into business, it begins in the marketing effort they are trained to do, and I see these things lacking.

There is room for 10 of me where we stand, if we can only get a signal to go forward, from the Hill, and from the White House. I think the trade policy has got to come into its proper focus, and that is probably the lifeblood of our country. Economically we are in real bad trouble. We are not independent anymore. We cannot carry it alone. There are a lot of other things besides oil that we need.

Mr. RYAN. Precisely.

Ms. MAZON. We are drying up our country.

Mr. RYAN. Basic raw materials.

Ms. MAZON. Yes.

Mr. BUCHANAN. We are exporting them all to Japan?

Ms. MAZON. I can't answer your question. I don't know the answer. All I know is Pullman is trying in our way to do our bit, and I think a lot of the other companies are doing the same thing.

Mr. BUCHANAN. I don't want to take the committee's time in an extraneous dialog, but one of the hats I wear is as vice chairman of the steel caucus. What some of us in such instances as textiles for example, would most like to see is not new barriers erected in this country, but barriers torn down in such other countries as Japan.

We cannot get into that market. So many of the things that we could profitably export would compete, but Japan and the European countries as well have barriers on that side.

Also, we have such a different situation in Government here. We have a Government that rightfully puts heavy pollution control on industries that are nonproductive and enormously expensive. We require various things like that of our industry that are nonproductive costs.

We have a pretty good tax structure. We have an adversary attitude of Government toward business rather than a partnership attitude that the European governments might have, the Japanese Government might have.

It seems to me—just leaving aside labor costs, which I happen to think are appropriately in this country higher than some other countries—I would certainly hate to see us operate on slave labor, virtual slave labor, like some of our competitor countries do.

But it seems to me there are things that could happen right here in Washington in terms of a recognition of the very different role Government plays in helping business to build export markets in some of our competitor countries, the countries that compete with us in the world markets, and in our own market. It seems to me if we could somehow develop more of a trusting partnership arrangement that would help some.

Ms. **Mazon**. If we could do that—you know, American exporters and importers, they are not looking for subsidies. Our country hasn't come to the charity case situation. I don't think we will ever see it.

I think we are really free enterprise at its finest hour, but the other countries do subsidize. Their tax laws and their benefits and their guarantees and insurance in other countries are far superior to what is offered in our country.

Yet, here we keep hearing the hue and cry to cut back more, to take away this, to tax overseas investment, to take away benefits for foreign-based employees of U.S. companies. We are getting cries from our people by the day saying, "I want to come home, I cannot stand this tax picture anymore."

I could go on like this for a long time, but I am taking valuable time, and I know you have other things to do today. But it is a subject that I fully am experienced in because I lived with it at least 10 years and things are tough all over.

Mrs. **Meyner**. Thank you very much.

Mr. **Ryan**. I have one more suggestion. I think that incentive is still the word. When you speak of the tax difficulties of the Americans overseas—I perceive a slight incentive here based on a personal experience I had last January.

I went with Mrs. Meyner and some others to take a look at the Middle East situation. We went to several countries in the Middle East, one of which was Saudi Arabia.

I remember a meeting we had on a Sunday morning, which is, of course, a working day in Saudi Arabia, Friday being Sunday there, at which time we met with them, the members of the business community in Saudi Arabia.

They spent the better part of 2 hours explaining to us how the tax situation worked out for an employee of an American business in Saudi Arabia, and I suppose anywhere else in the world, by extension, and the actual cost to themselves, to their business, and ultimately to American jobs.

We asked them pretty tough questions in the process—I believe there were two or three members of the Ways and Means Committee, which writes the tax bills. The attitude of every member without exception that I can think of, and there were 15 of us there, was substantially different after that meeting than it was before we went there.

Ms. **Mazon**. The learning process was right there.

Mr. **Ryan**. The logical extension is if more members were to go overseas and hear it and see it, it would not be as it is because we are forced to learn our geography from the National Geographic instead.

If I can use that image you offered before of being tied with your hands behind your back with red, white and blue ribbon, imagine the specter of 435 Members of the House standing around the perimeter of the United States as boundaries with, let's say, newspaper copy around their eyes, saying "Look ahead, neighbor, and see what you can see," when all the time we are blindfolded by our own limitations, which I think have that kind of an effect on the business community, and on employees overseas.

If that experience is indicative and instructive, and I think it is, then perhaps there is far more, than has been done so far, that the business community could do for itself, let alone for the rest of the country, and for its survival, as far as educating internally.

This is international education, but that cuts in two directions. I don't think we spend enough time educating ourselves or letting the business community educate us. You can't do that here.

Mrs. **Meyner**. Thank you very much for very informative and comprehensive testimony, and for your answers to our questions.

Ms. **Mazon**. Thank you.

Mrs. **Meyner**. Our next witness is Dr. Fred G. Burke, commissioner of education, State of New Jersey.

Dr. Burke has held the position of commissioner of education for New Jersey since 1974. He came during a time when the public school system of New Jersey was undergoing serious challenges and dramatic changes. The taxpayers' revolt is old hat in New Jersey.

Prior to assuming his duties in New Jersey, Dr. Burke served for 4 years as the education commissioner of the State of Rhode Island. Previous to that he was dean of international studies and professor of social sciences and administration at the State University of New York at Buffalo. He also served as a faculty member of both Ohio Wesleyan University and the Maxwell Graduate School of Public Affairs of Syracuse University.

A magna cum laude graduate of Williams College, Dr. Burke earned an M.A. and Ph. D. from Princeton University. In addition, he spent a year in postgraduate studies at Oxford University and received an honorary doctor of laws degree from Bryant College, and was awarded a Ford Foundation fellowship and a national Woodrow Wilson fellowship.

Dr. Burke served in the U.S. Air Force during both World War II and the Korean war. He has published widely in the areas of international education, collective bargaining, and African studies. That is a good trio, Dr. Burke.

It is a pleasure and an honor for me to welcome Dr. Burke to the subcommittee hearing today. He has certainly served our country and particularly the State of New Jersey with great distinction.

Dr. Burke, you have come down, I know, especially for this hearing. We are awfully appreciative that you made the journey.

STATEMENT OF FRED BURKE, COMMISSIONER OF EDUCATION FOR THE STATE OF NEW JERSEY

Mr. **Burke**. Thank you very much, Madam Chairman. The Amtrak was late, which will come as no great surprise.

One of the advantages for me is that you are in the Chair with those lovely words.

Mrs. **Meyner**. Thank you very much.

Mr. **Burke**. My name is Fred Burke. I am commissioner of education for the State of New Jersey.

I couldn't help, coming down here on a train, particularly when it stopped for 1 hour, to think of all the things that have occurred to me in the past 2 weeks that affect what I will say here today.

I have a summer place in the Thousand Islands. It is literally on the Canadian border. If there are pollution or other problems, I can see it happening back and forth across the border.

Two weeks ago I came from China. I was in China for 3 weeks with a group of American educators. I know Mrs. Meyner has visited China. I have discussed it with her and her husband.

I have learned that 1 in every 4 persons in this world is Chinese. I discovered a country very much on the move. I brought with me to China a concern as to whether the youngsters entering our schools today—who in the year 2015 are going to be managing things—will know enough about this country. I hope we, and our children, will learn enough about China and enough about dealing with them so that we will do so in a peaceful way.

I have a lot of reasons for this interest. I brought with me this morning two relatives of mine. My parents were immigrants from Europe. I spoke another language before I spoke English.

I had cousins visit. I put them on a tour bus where no one spoke their language just before I arrived here. I gave them pieces of paper. I hope they are going to make out all right.

Mrs. **Meyner**. From what country?

Mr. **Burke**. Switzerland.

Mrs. **Meyner**. Schweizer-Deutsch?

Mr. **Burke**. No, Francais. I know you carry some of that ethnic background—your husband does.

Four years and two wars. All these things were going through my mind.

Mrs. **Meyner**. Dr. Burke, I gather you have no prepared testimony?

Mr. **Burke**. What I hope to do is not belabor you anymore with the philosophy of international education. I think one of the problems is that international education is a very fuzzy concept. That is a problem for us as practitioners and scholars.

You wouldn't be here if you didn't have some interests and concerns. I am not here to advocate, other than the fact that we always need more money, and I am not going to go into detail about what we should do. I think it is important that you realize there is some activity underway at the State level. The States are involved. We are doing some things.

As a consequence of doing those, and within the context of a new kind of federalism emerging in education which affects the relationships between Washington and State capitals and local districts, I have two or three suggestions which may be of some use. If they are, and if it seems desirable, we are prepared in New Jersey to work on them.

I am also the chairman of the Council of Chief State School Officers' Committee on International Education. I know that organization is prepared to be of assistance.

I heard a great deal today. By the way, I don't know if Ms. Mazon has left.

Mrs. MEYNER. She is right behind you.

Mr. BURKE. She did an excellent job. I am delighted to hear from her and my colleagues in education on the reintegration of education in the community, not only internationally, but also here.

I think the almost schizophrenic dichotomy between education and socialization, wherein the community has not fulfilled its obligations, is coming to an end. One of the suggestions I will make relates to the necessity of involving the business community along with educators, not only at the higher education level, but also working with our school systems to help us develop curriculum materials and so on. We are doing some things, but we are not doing anywhere near enough. It is not enough either qualitatively or quantitatively, but it is a move in the right direction.

Our job in New Jersey is, we think, to provide advocacy for international education, to urge local districts to promote the kinds of meetings, and to develop the kinds of materials, which acquaint other local school systems with the existence of materials, and then to provide technical assistance if we can. It is in the technical assistance field that I think we can work more closely together.

We have developed nine principles for global education in New Jersey. I will leave those with you. Very briefly, I will give you the titles of them. We feel that a global dimension to education has to be introduced throughout the curriculum. These nine principles suggest that we have to integrate international education more thoroughly in the curriculum. We have to introduce these new curriculum materials in all subject areas.

There are some basic themes which ought to be worked into our curriculum, which have a transnational flavor to them: Space, oceanography, pollution, fossil fuels, population, population control. These are some basic themes which lend themselves to global education. These are principles which we are attempting to implement at the present time in New Jersey.

We are also attempting to recognize the multinational character of many of our State's economic activities. New Jersey is a major industrial State heavily dependent on international trade. We feel that the education of our young citizenry on the nature of interdependent economic activity and its role in the economy is critical for jobs in our State. We realize that the attitudes that people have toward themselves and toward others are formed very early in life. If the youngsters that are beginning school in New Jersey today are going to be able to get along with each other, some of those values about how you relate to other people have to be made available early.

We also feel very strongly that there is a national tie, not only between the interdependent economy, which characterizes New Jersey, but also in the whole area of bilingual, bicultural education, which is very important in our State. The whole area of ethnic heritage studies has to be linked and integrated with global education. There are ways of doing that, and we are in the process of doing so.

We feel that we have to reevaluate the way in which we teach foreign languages. It is very discouraging to watch. My son studies Spanish. He is going to graduate from college. He has studied Spanish off and on since the third grade. He is able to find his way to the men's room and he has not been run over in a Spanish-speaking country. But that is his total capacity in the language. In China nearly every child is studying language at some level, and some at a sophisticated level.

We are taking a careful look at our foreign language offerings and how we can improve them. We are trying to encourage teachers, administrators and students to participate in international exchanges.

One aside here. We feel that sending 10 commissioners of education to one or two countries does some good. They do learn some things. But the money and support for global education essentially has to come from the State and local level.

Leadership and inspiration can come from persons like myself, but until I can get through the general assembly and the senate in New Jersey for support in a budget for this kind of activity, we are really not going to generate a great deal of support. We will continue to be fuzzy and lack precision about this. If I had support through the existing exchange programs—study abroad programs, programs of teaching commissioners and others abroad, which I think are useful—to take with me the next time, the chairman of the senate education committee, the chairman of the assembly education committee, the Governors education adviser and so on, someone from the teacher's association, I may then be able to use political skills to generate support at the State and local level. This is one kind of change I think could be made.

Now, the last principle, and one related to some comments already made, is that the guidelines and procedures will be developed for local districts to arrive at goals for developing global education programs with community support and involvement, consistent with our thorough and efficient education process. We believe there has to be generated at the community level support from industry, from business, and from labor and the community generally. We are finding that true not only in global education, but in arts and music. If you cannot generate interest on the part of the community to support the arts, then you can put all the money you want to into the schools and it simply won't make that much difference.

Mrs. Meyner. Dr. Burke, I think we will have to go to vote and come back.

[Whereupon, a brief recess was taken.]

Mrs. Meyner. Commissioner Burke, I apologize for the delay. Please proceed.

Mr. Burke. Thank you very much, Mrs. Meyner.

I think I had indicated that what I wanted to do was to demonstrate to you that there were some States that were active in this area, and there were some things occurring, and I briefly touched on nine principles on which our program on international education is based. Then I suggested that there were three or four things which I thought could be done together and might be worth discussing here.

One of the problems we have in international education is the absence of a clearinghouse. I know everybody gets tired of hearing that term, I do, but we spend an awful lot of money reinventing the wheel. There are certain areas of public education which are so vast that the thought of a national or even a number of regional clearinghouses probably wouldn't make any sense. But international education, which is in many ways global education, in our public schools is in its infancy. Thus, it would make sense if it were possible for administrators and even teachers to be able to communicate easily through some centralized place.

Now, I really don't know if it would be feasible nationally or feasible regionally, using perhaps the regional offices or a consortium of State-supported offices, but the idea I think is a sound one. We find it works very well with our regional educational improvement centers (EIS's) if teachers are interested and want to put up the program. If a person calls an EIC, the staff can tell the caller what materials are available on education in Afghanistan or whatever it is you want to do.

I think it would be possible with some leadership from Washington, probably with some leadership from the Congress, to generate or to construct some kind of consortium wherein each State would, say, contribute the small sum of $5,000 to $10,000. If 50 States were to do that, we are talking somewhere in the vicinity of one-half of a million dollars. If this sum were to be matched in some way, we are now talking about enough money to develop some kind of a clearinghouse. For instance, the clearinghouse for adult and continuing education, which is somewhat comparable in scope, operates on a budget which I think is somewhere around $600,000 or even less. So, if this is feasible, in terms of dollars, I think the need is definitely there. If global education grows, then it would be possible afterward to expand or diffuse this kind of a clearinghouse. This is one thought I have.

A second concerns grant procedures for ethnic and multicultural education. At the present time these grants are given primarily with no reference to global international education, and I really feel both philosophically and strategically that the closer we can link ethnic and multicultural education with the funding which supports those, the better the prospects for international education. Funding for bilingual education is rather substantial. In my State, for example, any school or school system, where more than 10 youngsters speak a language other than English, is required to provide a multilingual-multicultural educational experience for foreign-speaking students, and so there is funding there. There is support there at both the national and the State level, and I think we have to link it with international education.

One way that could be linked would be if the applicants for grants for ethnic and multicultural education purposes or ethnic heritage purposes would be given some sort of a bonus or would be given some sort of an advantage if they linked their request to global education. Thus, with the expenditure of relatively little money, the input into international global education would be increased.

I am a firm believer that before youth can have a sense of respect for others, they have to respect themselves. Respect of self is in part an understanding of one's origins. I think one has to have a sense of pride in one's origins, cultural and ethnic origins, particularly in America where one's roots compared to citizens in other parts of the world, are so recent. I think this is particularly true among Afro-Americans, one of our largest. I think the work of putting Afro-American history in our public schools curricula by law in New Jersey in the last 8 years has changed the image that many Afro-Americans have of themselves. It has also improved the respect they have for themselves, and, I expect in the long run, the respect one has for others. It is also changing the image that non Afro-Americans have for others. This is my second point.

There is a third idea which is a little out of the ordinary, but I think has some merit. We need some kind of a field agent in international education, a catalyst who could operate out of a university or a regional educational center such as those in my State. The office ought to be funded through a combined effort among the Federal, State, and possibly even business sources. The person could be tied, for example, to one of the language area study centers at a university or to the World Affairs Council, and operate with a broad responsibility as a field agent, not unlike those which have functioned successfully in agriculture.

Business and labor ought to be involved in the support base. It is increasingly clear to me that anything relatively new in public education, beyond the basic skills, if it is to be successful, has to be integrated into the community.

In periods of rapid change, and I think our country is undergoing rapid change, it is impossible to educate one generation individually. One has to educate really more than one generation. We have just gone through a process in the arts in education, wherein we developed local community arts councils to support arts in the schools, and I think it is working.

In a similar fashion, if a field agent with the capability, tied to some international support activity like a language area center, were to generate and coordinate the activities of labor or business to support international education in schools, then the project could be successful.

Last, I think where possible, we could change the general composition of educational groups so that the group we send abroad could have an impact at home.

I just got back from China. And I went with a very distinguished group—the Deputy U.S. Commissioner and the Director of the National Institute of Education, the president of Columbia Teachers College and so on. It was very good. I enjoyed it, and I learned a great deal from them.

The initial impact in New Jersey has been negative. First of all, some commented that maybe I should have been in New Jersey. Or, some said: What has China got to do with education in America or with New Jersey's problems? I think it has a great deal to do with it.

In the past, I have helped arrange trips as the Chairman of the Committee of International Education of the Commissioners on Education with Federal support. We normally take seven or eight commissioners and send them on the trip. A recent trip, for example, went to Thailand and Indonesia. This is valuable. They come back and they are enthusiastic. But I know some of them also picked up a little flack from the press, who don't understand this.

Were it possible to approach this differently, were I to take the president or the chairman of my State's senate education committee, and the chairman of the assembly education committee, or the appropriation committee, and possibly the executive secretary of the teachers association, the school boards association, and with very careful preparation, trying it, for example, to an ethnic relationship to New Jersey, I believe some progress could be made. I would suggest, for example, a visitation to Italy, but with careful study in advance as to the Italian contribution.

Where did the Italian population in the United States come from? What part of Italy? One would then tie this knowledge to the actual relationship between the ethnic contribution and international interdependency, and then come back after having a little good food and some good Italian wine. I would try to put in my budget request funds for international global education, with some likelihood of success I think—a much greater likelihood of success than if I were to return with the good commissioner of education from North Carolina or California, and come back, and then attempt to get it in the budget.

I would argue for a careful look at the composition of the overseas visitations, with a view toward what makes the strategic contribution: How can the visits generate funds at the State level? If we don't in the long run generate funds at the State level, we are talking constantly about spinning wheels and not really getting going.

I have a couple of comments very briefly on things which are now being done, which could be done differently.

One concerning title VI. About 15 percent of the funds I understand are set aside for diffusion. There are not enough people at the elementary and secondary level or even the undergraduate level or community college level, which is increasingly important in this area, who know anything about the valuable resources that exist which are funded by title VI through our language and area centers. There are funds there for diffusion. But if the gap between our education and the public exists anywhere, it is here.

I think the funding ought to be increased to 25 percent and greater efforts made to diffuse knowledge to be sure there is a linkage in terms of what occurs at the esoteric level, graduate education level in African and Asian studies, and the level of practice. I have been heavily involved in graduate training in area studies, and I can tell you that it has almost no effect on high school students. Bright high school students know very little about this as a career.

We don't evaluate our programs very carefully. I am on the Council for International Exchange of Scholars that sends our Fulbright scholars abroad. We also send students abroad as is done in New York State. Then they come back and we don't know what happens to them. We are not generating the contribution we could out of the teachers and the administrators we send abroad.

They go back in the schools and we know relatively little about what occurs as a consequence of that experience. We could bring them together. We could make them a resource within each State. That is something we could do much better than we have.

Let me just conclude by saying that we are prepared in New Jersey along with many of my colleagues in a number of other States, as well as the council of chief State school officers among other organizations here that I have worked with. I am concerned very frankly for the youngsters entering our schools in New Jersey this year for the first time, because I know that what they will need to know and be able to do to survive 40 years from now is radically different than what they need to know and be able to do now.

You don't have to be much of a futurist, for example, to note the enormous impact, having just visited China, of the kind of topics that have been discussed here. The world that youngsters are going to live in come the years 2020 or 2030 is going to be more radically different in terms of interdependency with other people's languages and cultures than our contemporary world when compared with the time of Lincoln.

We are not doing a great deal, and I think we won't do a great deal very frankly unless we can find cooperative ways to do that, some leadership from the Congress, and some ways of doing things with a little more ingenuity which maximize what little resources we do have, so that we begin to move forward.

It is for that reason that I appreciate the opportunity to meet with you. I am sorry that I have cluttered up your lives a bit in the sense that you have been running back and forth.

Mrs. MEYNER. Not a bit.

Than you so much, Doctor.

Mr. Buchanan.

Mr. BUCHANAN. Thank you, Madam Chairman.

Dr. Burke, if I can put on my education hat for just 1 minute. As a member of that committee, I am well aware of the good work you are doing in New Jersey in education. I want to congratulate you for it, and also on the caliber of your representation in Washington——

Mr. BURKE. Thank you.

Mr. BUCHANAN [continuing]. Both in the Congress and in the people who work on behalf of your State otherwise.

I have puzzled, like most people who are on the Education and Labor Committee, over how we can increase the supportive role of the Federal Government, which I think is clearly indicated, so far as money is concerned, at this point in history, and at the same time continue to avoid, or more completely avoid than we are doing now, the pitfalls of Federal support for education in terms of paperwork, and reporting requirements laid on the States and the schools in the country. I am also concerned about avoiding the pitfall of too much Federal direction, Federal curriculum content direction and other things that I think could be very unfortunate aspects of Federal support of education.

It would seem to me in view of the kind of leadership that you are demonstrating, as State school administrator, chief administrator, if the leadership could come from people like you around the country in this area of international education so that we could be supporting what you are doing, that is a much safer and perhaps better Federal role. I wonder if you would respond.

Mr. BURKE. I agree. I spoke earlier of what I call the new federalism. I think there is an emerging State role in education—an ascendency with involvement both in terms of support and concern. The State has to broker this, and as discrepancies in local wealth increase, there is a shifting of responsibilities from local property taxes as you know to State taxes, so there is an increase in the State role, and I think the State has that kind of obligation.

I think that the suggestion I made, that if through the Council of Chief State School Officers or any other group, for example, the education commissions of the States, were to make a proposal to the International Communications Agency, and I am thinking out loud now, that as they rotate their foreign service or their individuals who spend time abroad, and if staffing were to permit, that a certain percentage, very small, would spend 6 months or 8 months working with the consortium of States to help develop this, that would be a supportive role with relatively little money. It probably would have relatively little impact on the curriculum.

The paperwork problem is one we are wrestling with at the State and also the national levels, as you know. There I think it is a question of more imagination on the part of bureaucrats and more trust, by the way, and more trust from Congress of bureaucrats. It begins in Washington and the paper load eventually ends up at a teacher's desk. There is a lack of complete trust, and hence, too many requirements. We pass them on, multiply them over and over. I think that there are things that can be done.

I think your fears are ones that we all should have. There is a danger of a national curriculum. I think it would be very unfortunate.

Mr. **Buchanan**. Thank you very much.

Mrs. **Meyner**. Mr. Ryan, do you have questions.

Mr. **Ryan**. Not at this time.

Mrs. **Meyner**. Mr. Buchanan, do you have another question?

Mr. **Buchanan**. I would love to ask more, but I will refrain, given the restraints of time.

Mrs. **Meyner**. Thank you very much, Dr. Burke.

We have another vote on. We really appreciate your input into these hearings. You gave us a lot of good ideas.

Mr. **Burke**. Thank you.

Mrs. **Meyner**. We will carry through on them hopefully.

Thank you.

The hearing is adjourned.

[Whereupon, at 12:10 p.m., the subcommittee was adjourned.]

THE FUTURE OF INTERNATIONAL EDUCATION

TUESDAY, AUGUST 8, 1978

House of Representatives,
Committee on International Relations,
Subcommittee on International Operations,
Washington, D.C.

The subcommittee met at 10 a.m., in room 2255, Rayburn House Office Building, Hon. Dante B. Fascell (chairman of the subcommittee) presiding.

Mr. Fascell. The subcommittee will be in order.

Today is our fifth and final day of hearings this year on "The Future of International Education."

Our witnesses today are the Hon. J. William Fulbright, distinguished former Senator and chairman of the Senate Foreign Relations Committee; Dr. Alice Ilchman, Associate Director for Education and Cultural Affairs, International Communication Agency; Hon. Mary Berry, Assistant Secretary for Education, HEW; Dr. F. James Rutherford, Assistant Director for Science Education, National Science Foundation; and Dr. Rose Hayden, director of the Division of International Education, American Council on Education.

Senator Fulbright, it is a distinct personal pleasure for me to welcome you here today on this subject matter to which you almost singlehandedly have made the greatest contribution through the oustanding program that bears your name. We are delighted to have your thoughts on the matter.

STATEMENT OF HON. J. WILLIAM FULBRIGHT, FORMER SENATOR FROM THE STATE OF ARKANSAS AND CHAIRMAN OF THE SENATE FOREIGN RELATIONS COMMITTEE

Mr. Fulbright. Thank you, Mr. Fascell.

As you know, I am very honored to be invited. I think this is the first time I have been before this committee since I first joined it 43 years ago. I was a member of the Foreign Affairs Committee 45 years ago in 1943. That was a little before your time and everybody else's time.

Mr. Fascell. Not much, though.

Mrs. Meyner. You don't look it, though.

Mr. Fulbright. So, I was really flattered when you invited me to come to this committee. I often think the period I spent on this committee was one of the most interesting and, I think, useful that I had during my long period in the Congress.

I particularly commend the chairman for his initiative in holding these hearings, and I welcome this opportunity to give a few thoughts about the educational exchange program and not about education generally for international affairs. I have tried to make just one or two points that strike me as being the most significant about the educational exchange program.

Before doing that, I want to say that other witnesses, particularly Ms. Nancy Milburn, has already given an excellent statement on the exchange program and, of course, Dr. Ilchman, the Associate Director, will give the principal presentation from the administration.

I also wish to take this opportunity to commend the President for appointing Dr. Ilchman to this post of Associate Director. He could not possibly have selected a better person and we are very fortunate to have her. If I may say I was a little apprehensive before that appointment was made so I was doubly pleased with it.

But to return to the reason for believing that this exchange program should be strengthened. In this century, as you know, I have lived 73 years and I have witnessed two World Wars and two regional wars, very serious ones for us, inflicting substantial harm to the people of the United States, and even worse, to many millions of innocent people in other lands. This widespread destruction is not a record that civilized people can be proud of. Now, with the atomic bombs, the devastation of another major conflict would be intolerable, and something should certainly be done about it, something besides the arms race.

In the 20th century, the world has become united in the purely physical sense of economic and technological interdependence, while in psychological and spiritual terms, the world remains divided into national communities which value their separate sovereignty over their common humanity and even their security. There is a gap, a lack of balance, between scientific and technical power and political wisdom in international relations. Enormous progress in military technology has given the nations which possess nuclear weapons the power to destroy humanity, but there has been no similar progress in the political judgment of statesmen and peoples.

International education exchange programs can help us to break through some of the prevailing myths of international relations, of which the most dangerous is the belief that different political philosophies cannot survive together in the same world, that sooner or later one must prevail over all others. Just as the medieval Christians could not bear the existence of heretical sects and alien religions, the extreme ideologies of our time have persuaded themselves that life is intolerable unless it is governed everywhere by uniform standards and values. This view is held as a kind of revealed truth, certainly not as an inference from history, which far from suggesting that there is anything natural about uniformity in political ideas, leads us to the conclusion that if there is any law of historical development, it is a law of infinite variety, especially in men's ideas about their own nature and their relations with other men.

I do not think educational exchange is certain to produce affection between peoples, nor indeed do I think that is one of its necessary purposes. It is quite enough if it contributes to the feeling of a common community, to an emotional awareness that other countries are populated not by doctrines that we fear but by people with the same capacity for pleasure and pain, for cruelty and kindness, as the people we were brought up with in our own countries. If international education is to advance these objectives of perception and perspective, of empathy and the humanizing of international relations, it cannot be treated as a conventional instrument of a nation's foreign policy.

More emphatically, it cannot be treated as a propaganda program designed to "improve the image" of a country or to cast its current policies in a favorable light. Nor can its primary purpose be regarded as simply the cultivation of "good will", which may come as a byproduct of serious educational activities, but cannot be regarded as their direct objective.

Nor can educational and cultural exchange properly be treated as an instrument of foreign policy in anything like the sense that diplomacy is such an instrument; it is indeed a corruption of the educational process, and one that is likely to fail besides, to try to use educational exchange as a means of advancing directly current political, economic or strategic policies. Cultural exchanges can be regarded as an instrument of foreign policy only in the sense that the cultivation of international perception and perspective are or ought to be important long-term objectives of any country's foreign policy.

The purpose of international education transcends the conventional aims of foreign policy. This purpose is nothing less than an effort to expand the scope of man's moral and intellectual capacity to the extent necessary to close the gap between human needs and human capacity. We must try, therefore, through education, to realize something new in the world, something that will inspire us and challenge us to use our talents and our material wealth in a new way, by persuasion and example rather than force, cooperatively rather than competitively, not for the purpose of gaining dominance for a nation or an ideology, but for the purpose of allowing every society to develop its own concepts of public decency and individual fulfillment. Therefore, far from being a means of gaining national advantage in the traditional game of power politics, international education, vigorously supported, can contribute to the mutual understanding which is indispensable to our efforts to avoid mutual self-destruction.

If I may summarize: There is a deep concern about another general war developing among the sovereign nations, as in the past. There is widespread interest in what can be done to prevent its developing. I suggest that over the long pull the most effective tool we have yet discovered is the exchange program.

The policies and actions of a nation, in the final analysis, are largely determined by political leaders who control the levers of power in their respective countries. In a few democracies, there is a widespread sharing of power, but this is not the case in the great majority of nations. In any case, the crucial element in determining foreign policy in all countries is the attitude and understanding of the leaders who determine the policy. The educational exchange program deals with people who are likely to occupy the positions of power or who are more likely to be the advisers to the leaders or who influence the opinions and attitudes of the people generally through education.

The exchange program involves the men and women who influence and shape the policies of their respective countries. It does not seek to develop new institutions or conceptualize complicated theories of geopolitics. It simply enables people of proven talent and capacity to become familiar with the people and customs of other lands, to understand their purposes and their character. When the leaders of a country are capable of recognizing that foreign people on the whole have desires and aspirations similar to their own, or in any case aspirations which can either be modified by appropriate measures or accommodated too, they are far more likely to search for means of conciliation than to make war.

That the program has involved, in its short history, a number of influential leaders, is shown by this partial list, compiled in 1975, of leaders in the governments of several countries. In addition, there are several hundred members of Parliament and of course thousands of teachers in the alumni who are not included in this list.

Mr. Chairman, if I may offer for your information the list which was compiled by the staff.

Mr. **Fascell**. The committee would be very happy to receive that for its files.

Mr. **Fulbright**. The list is an illustration of the effect of the program after 30 years of experience with it, and I would also like to offer for the record excerpts from a recent statement made by Dr. Charles Frankel, director, National Humanities Center, and a former director of the exchange program at the Department of State.

Mr. **Fascell**. Without objection, the excerpts will be included in the record.

[The excerpts from a speech by Dr. Charles Frankel follows:]

EXCERPTS FROM A SPEECH MADE BY DR. CHARLES FRANKEL ON APRIL 25, 1978, IN WASHINGTON, D.C.

In discussing international education, I think we can hardly do better than to take our cue from Senator Fulbright's manner of approach to it. He has never represented it as a key to human salvation. He has always been wary of massive global policies intended to bring everyone together in one big cooperative educational enterprise. He has simply thought that international education is good for education and good for the process of international accommodation, and that, over the long run, it can do more, obviously, to promote a durable and constructive peace than military policies based on mutual terror.

It is in that spirit--a spirit of hope but of moderated hope--in short, a spirit of serious commitment and not wistful or grandiose day-dreaming--that I would approach the subject of international education. It is a subject that badly needs renewed attention, and I applaud the initiative and imagination of Commissioner Boyer and Associate Commissioner Leestma in bringing us together to discuss it. International education needs reconsideration in the light of new conditions that have emerged; it also needs to be brought back, I venture to suggest, to certain fundamental truths about it which, to my mind, remain unchanged. It is a subject, indeed, which appears to suffer today, as it has through most of its history, from certain chronic ailments.

It is pooh-poohed by people who pride themselves on their hard-noses in international affairs--a curious thing in which to take pride, whether in international affairs or anything else. It is treated with suspicion or hostility by people who think it is merely a cover for an attempt to dilute pure American ideas with unhealthy foreign additives. But is treated with at least equal hostility by people at the other end of the political spectrum: they will tell you--they have told me--that international education is one more tool of imperial America as it seeks to impose its ideas and interests on the rest of the world--an enterprise, you will all have noticed, in which the United States has been singularly successful in recent years!

Unfortunately, international education also suffers from the ministrations of a goodly number of people who say they are its friends. It is only that they wish it to be more efficient, or, at any rate, more newsworthy, and that it ought to have a message. Not any message, of course--a constructive message, which means one that the particular Administration in power finds supportive. So international education is a great thing, except that it oughtn't to be left to professors, teachers and students. Media specialists and public relations technicians will do better. In fact, international education had better not be too international either. That fuzzes a program, makes it unclear who is in charge and whose interest is being served. Not to put too fine a point on the matter, it gives people in the Office of Management and Budget the jitters. They don't know where to put it on their charts; they don't receive the kind of evidence of effectiveness that they can fit into their forms. This prevents them from giving their superiors evidence of their effectiveness.

My own views, for what they are worth, are simpler. I believe that the function of international education is educational, and I think that education of this sort is good in itself, and may also in the long run have a moderating effect on international tensions and help produce some workable institutions for international cooperation. International education is not a panacea; it is not a substitute for sound economic, military and political policies; it cannot make up for mistakes in these areas; it cannot be used to engineer or cozzen other nations into abandoning their own interests or points of view in favor of ours. Yet no foreign policy can be wholly realistic which overlooks the baneful influence that provincial, half-educated, or simplistic and ideological people can have in international affairs; and so a foreign policy is radically incomplete which does not try to bring together, across the frontiers, people who honestly want to learn from and about one another.

I speak of foreign policy, but let me not be taken to mean that I am unconcerned with international education's function on the domestic scene. A growing parochialism and intellectual isolationism in the educational world is among the continuing costs of our Vietnam misadventure, and of the campus turbulence of the late sixties and early seventies. As most of you are probably aware, competence in a foreign language has disappeared as a degree requirement from more and more of our colleges. And this is a symptom of a larger attitude, a turning within, a narrowed immersion in American experience and, quite often, in American sins; and sometimes not even that but simply an immersion in the private self. Quite apart from the impact of international education on the situation beyond our shores, it has an elementary educational function at home. It is not possible genuinely to understand one's own culture and society unless one is capable of taking, at least some of the time, an external perspective towards it. We have to be able to see our country from the outside if we are to understand it well from the inside. International education is one major tool, in a word, for achieving a humanistic and philosophical form of education within the United States.

A second point on which I would dwell is a corollary to the one I have just made. In the study of other cultures it is very easy--it is as simple as falling down--to import into that study the special and inevitable biases of one's own culture. We cannot succeed in giving ourselves an international education worthy of the name, therefore, unless we can win the active cooperation of others. They have to work with us, and to work with us as equals. Unless it is to be an exercize in self-delusion or in propaganda, no matter how cleverly disguised, international education must have a bilateral and multilateral spirit and system of supporting institutions.

Which leads me to some warning remarks, if I may be permitted to make them, about unguarded uses of the word "interdependence" in relation to international education. The nations of the world are indeed interdependent, but I think that two features of our own country's relation to the structure of interdependence should be noted. First, much more than India or Nigeria, much more than Japan, Germany, or the United Kingdom, we are free to choose the status of interdependence. We, more than most countries in the world, could go it alone. This would mean some loss to our standard of living, but our choice would not be a choice of poverty and economic backwardness. The more serious costs would be cultural, moral, educational: the loss would be in the openness and sophistication of our culture; in the moral ideals of tolerance, curiosity, receptivity, and admiration for diversity which, when we have been at our best, have characterized our society; in the kind of education about the world, and the kind of educated man or woman, we desire to achieve. We would be thinking and acting in our institutions of education in a protectionist manner, in a mood of fearfulness and disengagement from the rest of the planet. That would be a heavy price to pay. Nevertheless, we must recognize that if we decide not to pay it, that is a choice, not an act of fate: it is a choice of a certain set of ideals for our nation.

The second point about interdependence that I would make is a practical one, particularly relevant to issues of international educational exchange and cooperation. There are levels and levels of interdependence. There are countries whose histories, educational systems and cultural ideals join them closely to us, and with these exchanges and cooperation can proceed more simply-- although it is always a complex and subtle process. There are other countries with whom it is inevitably harder to establish such relationships because they are removed from us in economic terms and historical background, and also, reasonably often, in political terms. Authoritarian governments are not necessarily insuperable barriers to effective educational cooperation across the borders, but they do make a difference, and, not infrequently, a difficult difference. I would not favor establishing an *a priori* rule preventing the cooperation of our country with any other category of countries. I think it is prudent policy, however, to cultivate those relationships which give greatest promise of a successful exercize in interdependence, and to move out from these positions of strength and stability to other more difficult efforts at cooperation.

The remarks I have just made lead to another. The business of educational and cultural cooperation is in a certain sense--a most important sense--a non-political business. The works of the human mind and imagination properly know no borders; they are common treasures of mankind, not to be subjected to political or ideological constraints. But this inevitably means, in the world as it is, that there is a political element in international educational diplomacy. The view that educational and cultural relations should transcend political divisions and differences is contested in many places abroad, and is not universally shared in our own country. Indeed, one of the more troubling developments in the last ten or fifteen years has been the increased political sectarianism and highly ideological factionalism that has come to mark universities in western Europe.

It is a phenomenon that carries disturbing possibilities for the future evolution of education and the cultural life in nations with which we are closely joined in history, condition and outlook. In these circumstances, it is imperative that we do what we can to promote the principle that exchange and cooperation be free and depoliticized. And in our educational and cultural relations with clearly authoritarian countries, which of course we should not neglect, we must also be clear about our own fidelity to the conceptions of free discourse between people independent of political considerations.

In this connection, I cannot help but mention my concern about the recent reorganization of international educational and cultural affairs within our own government. It is with a mixture of surprise and sadness that I have seen the marriage of two agencies with quite different functions--one political, journalistic, short-range, the other educational, cultural, long-range. My surprise and sadness are increased by the fact that the rhetoric that has been used to explain and justify this doubtful marriage is language that I rather remember that I and others have used to argue against such a marriage.

Whether the language will prevail over the hard bureaucratic facts of the merger I wait to see. I confess that I am doubtful; it seems to me that our country's educational and cultural activities abroad should not be, and should not seem to be, instruments of our immediate foreign policy. Under the arrangement that has just gone into effect, there is the considerable danger that they will be such instruments; and there is certainly an overwhelming danger that they will seem to be. However, I do not doubt the good will of those in charge of the new agency. I believe they seriously intend to try to make it work in accordance with the language that describes its mission. Let me summarize my own position by saying simply that I remain, as a man on the sidelines, properly skeptical. I wait to be convinced, and I think it may be helpful if I indicate that I am not yet convinced.

In the end, international education is on a sound footing, in my view, when it cleaves to the traditions that have defined our country at those moments when we have been proudest of it--openness to the ideas of others, a readiness to learn and to respect the equal rights of our partners in learning, fidelity to principles of free, non-politicized intercourse between people within nations and across the nations. And behind these there has been another principle--that the works of the human mind and imagination are not the property of a State or a government but the common treasure of our species. A State's or a government's moral legitimacy rests on the freedom and autonomy it gives to these works of the human mind and to the relationships built upon them. They are not for sale or regulation in the marketplaces of power.

Mr. Fulbright. His statement is a more general statement on international education to which I subscribe, and I thought it would be the most efficient way to get that statement before the committee.

I thank the chairman and if he wishes to ask me questions I will be glad to do what I can in that respect.

Mr. Fascell. Thank you very much, Senator.

Mr. Ryan.

Mr. Ryan. Senator, I just have one question and that is about the scope of your scholarship program which certainly is one of the most successful, most effective ideas to come out of the Congress in a good many decades, I think.

It has been my experience over a period of time that the Fulbright scholars tend to be a little too introspective, en bloc, inbred, speaking to each other in an academic setting when I think personally there could be more cross-fertilization between people who are distinguished in other fields besides scholarships or in the more narrow education field.

I wonder if you had any comments about the usefulness of broadening the kind of scholarships that are available in different kinds of occupations.

Mr. Fulbright. First, I may point out it's a relatively small program, it isn't anything as large as the programs involved in the military exchange or the amount, spent by AID. It's relatively small.

It is true that people who are teaching in universities, who have shared similar experiences do tend to enjoy one another but I offered for the record a list, and it isn't a complete list—it was made I think 3 years ago—of the number of people who have become prominent in political activities.

As a former politician I think it is interesting that it has produced in foreign countries, particularly the smaller countries, so many people who have achieved positions of influence, more people than in a huge country like our own. It does not make the impact here that it does in all of the European countries or even in Japan. Because of their size, it is more noticeable than among such a large population as our own. There have not been many in America, it's true, only a few have become very prominent or active in political circles.

It has not been traditional in this country that a foreign educational experience has been advantageous in being elected to elective offices at either the State or national level. That has not been a matter that is useful in being elected. It is different in our system from, say, the European countries, and also in those countries which are not democratic in the sense we are. In most of the other countries I think they have made a much greater impression than in the United States. In any case, I would approve of its enlargement to include more people who are nonacademic. There has never been any rule against the nonacademic.

The people who have established their reputations in other activities, labor leaders, business and professions have participated. There have been a substantial number of nonacademics. Several of the current political leaders in Germany are in that list I gave you and in other countries there are a number of Prime Ministers who are not generally known to have had an exchange grant.

Mr. Ryan. When you speak of selection, there are two selective processes I can think of that are identifiable, prestigious and tend to indicate success.

One of them is the program of White House fellows which creates intense competition among some very talented people and the other is the Rhodes scholarship, both of which are small in the end, but produce a great deal of interest.

But in the case of the White House fellows they come from a variety of occupations. In the case of the Rhodes scholars they are more academic in their backgrounds and tend to be younger. But, in both cases I think the policy of deliberately seeking out people from different occupations, different professions and different areas is very desirable, and a policy change I think should be considered by the Fulbright program.

It would be helpful to have the author support such a change.

Mr. Fulbright. It is true the Rhodes scholarship gets a lot of notice, but there are only 32 a year out of a country of 200 million. How significant can that be? There are very few around now, and there never will be many, it's just too small. I doubt that there are 10,000 Rhodes scholars today.

The White House scholars are fine, but it's a domestic program. My main interest, is what can we do to get people internationally, to live together without periodically fighting. I have seen two major wars in my lifetime. You know how bad the Vietnam war was, and that was only a regional war, relatively small in scope but it was not small to us. It was a dreadful business for us.

The unique value of the exchange program is its ability to select people who are likely to be influential in determining policies of their respective countries.

The amount of money that has been appropriated has been small. I estimate that approximately $20 million per year goes for the educational exchange directly. Other countries make substantial contributions also.

From what I have observed, while it's long term and it's small, the exchange program gradually makes a real impression upon the attitudes of those who participate. If they are professors, they will influence a great many people through their teaching. If they end up in politics, they will influence policy directly by their own actions. And we can look at our own experiences, for example, Lyndon Johnson was a good friend of mine, and I think he was a powerful and talented man. I have often thought, in making some of his decisions, if he had only had an experience abroad, if he had had a little better feeling of how foreign people react to our policies, and if he had had a little different approach, to the people and problems of Asia. I thought he was a man of great talent and I don't wish anything I say to be critical of him as a person, because whatever one may think of the wisdom of his decisions and I, of course, did not and do not think some of them were wise, but they were made because of his lack of experience and understanding of the conditions in Asia and, not because of any evil intent or wish to harm the people of that area. He simply didn't understand the psychology or the character of the problem he was faced with, the problem of Southeast Asia, and what was to be done there. It was a failure of information or understanding, and I use it as a dramatic illustration of how history probably would have been affected by the kind of experience under an exchange grant. If he had lived in Asia for a year under this program, he would not have engaged in that conflict, I believe.

This can apply to anybody in a powerful position. I think it's one of the reasons there is so much sympathy and understanding abroad for this country, especially in some of the countries who are deeply offended by some of our policies. A great many of them know this country; they have lived here and they understand our political system and cooperate with us in spite of policies they dislike. They understand the difficulties of our political system. People who don't are amazed at how we get along at all because of the complexity of our society. But I think there is something about the American living abroad or the foreigner living here that you cannot get out of books. The experience of living with the people and studying in their schools gives a different perspective than from books.

The actual personal experience of living among people of a different nationality causes a change in attitudes, a different approach, a capacity for acceptance of the cultural differences which exist. There is a tendency in this country to feel we have reached the acme of perfection and everybody ought to recognize it and do like we do. But that is natural. We have been a successful and a powerful society, and it's very hard for us to accept the differences of other nations.

It is not difficult when we go and see people living under their own conditions and see how and why they live as they do; one cannot get that feel either by being a tourist or by reading about it. You have got to live there and experience it, and this is what I am trying to emphasize—that if we are to affect the attitudes of people who make or influence decisions in the field of foreign relations, we have got to have an understanding of other people. We cannot just continue to expect them to accept our ideas. Now, I don't mean to say I think our ideas are bad, but we have got to prove them not by dictation but by example or by persuading them, by negotiations and conciliation.

Mr. **Fascell.** Mrs. Meyner.

Mrs. **Meyner.** Yes, thank you, Mr. Chairman.

Senator Fulbright, I thank you for a very wise and splendid presentation. I think you are absolutely right, that exchange programs and international education contribute to mutual understanding and not mutual destruction. I have thought for a long time that we should have more of it. I think Members of Congress should travel. Of course, as you well know, one peek, even though it's a quick peek at a country or another society is worth about 10,000 words of reading.

Now, you mentioned money in these programs and, as we all know, this country is on a nonspending kick, proposition 13 made that very apparent, and it looks to me as though there won't be much room for greatly expanded Federal programs in the next few years. Do you have any thoughts or suggestions as to how the Federal Government can promote international education from the private sector in ways that might not necessarily involve Federal funds? Should we be doing more of that or should the private sector be doing more of that?

Mr. **Fulbright.** The private sector does make a very big contribution to this program.

Mrs. **Meyner**. I know it does.

Mr. **Fulbright**. The institutions and individuals, much of the expense is taken care of.

Mrs. **Meyner**. But should it be expanded?

Mr. **Fulbright**. A lot I didn't mention. I expect Dr. Ilchman to do it. I did not intend to give a full-scale speech.

For example, 21 other countries are contributing. This year the Germans are contributing 3 times as much as we are to this program in Germany, and while we as an individual country give more than any other worldwide, they have taken up the slack in money areas. Otherwise, it would have lapsed, and with the depreciation of the dollar, you can see what is happening to it. The exchange program is very small, 42,000 Americans out of 220 million, quite small relative to the need, but larger than any other comparable endeavor.

I have heard people say, well, you had the exchanges for 30 years and we still have troubles, and we still have differences. I submit that is a superficial observation. Of course, it is not a panacea and cannot undo mistaken policies. It can, I believe, enable us to have wiser policies in the future. I consider that it's been a pilot project, it has proved that this procedure can be properly administered. There has never been a serious question about the proper application of the funds for the exchange program, to my knowledge.

There have been very few people who were selected that didn't succeed. A few of them could not adjust, a very few. I don't think it is 1 percent who, for one reason or another, psychologically or physically were not able to adjust to a different society. But it has a very good record in the quality of selection, their success, and the favorable impression they have made, when you consider how very small it is.

You say money is tight; of course it is, but that only raises a question of discretion or discrimination in the application of the money. We are going to spend $120 billion this year on military affairs and there is no problem about money in that area. I am amazed when I see the Congress insisting that the President, who is an able naval graduate and says he doesn't want an aircraft carrier, and Congress says you have to have it anyway, we are going to make you take it. It isn't a question of money; it's a question of judgment and how we spend what we have. With the dollars' value abroad going down, it's disastrous. The appropriation is so small now that a number of countries wonder if it can continue to function.

I think it's very important to the future of our country that we find some new way of doing business rather than resorting to wars, which is the source of most of our troubles. Our inflation, in my opinion, is attributable to the extraordinary waste of the Vietnam war. We were in good shape, economically and otherwise, before that conflict. It was a great tragedy.

Mrs. **Meyner**. I just have one final question, Senator.

I think all of us on this committee have been impressed during these hearings by the need for better international education here in this country at the elementary and secondary level. What do you do to teach global prospective to these young people? How do we encourage them to know their world and accept the ambiguities of it and cope with rapid change, including rapid change in this multiracial society?

What can the Federal Government do to encourage more interest and early international education at the State and local levels? Language students are not taking languages as much as they used to. When it should be increasing, it's caving in.

Mr. Fulbright. You are quite right. The remarks I put in the record of Dr. Frankel are related to that and, of course, other witnesses and Dr. Ilchman, who recently was dean of Wellesley College is going to be a much better witness than I can be on that subject. I can only observe that I think this exchange program, because a large number obviously are going to be academics, will give students a feel of the importance of international understanding and education.

You raise a very difficult question. I was brought up in Fayetteville, Ark., and I had not the slightest idea about international education. I didn't think it important to study a language and it was an accident that I received a Rhodes scholarship and no one was more surprised that I was. You cannot imagine the depth of the cultural shock to be brought from Fayetteville, Ark., to Oxford. But it did make a difference, when I became a professor.

Mrs. Meyner. Do you feel that gave you your global perspective?

Mr. Fulbright. Absolutely. I was amazed how little I knew of this world as it existed then. We took 8 days in 1925 to go to Europe in a ship and it's hard for young people today to realize the changes since then. But I believe the slower pace of life made it possible to absorb more from one's experiences than we can today, moving so rapidly from place to place and from one subject to another.

You have presented a problem beyond my capacity to deal with adequately. I might mention one experience I had with the Kramer school in Little Rock, Ark., which I happen to be familiar with. Mrs. Bettye Caldwell, the director of the experimental school, undertook to teach languages at a very early age, and I think successfully. Such an experience should inspire an interest in international affairs at the early age of 3, 4 and 5 years. To teach them a foreign language and get them interested in foreign people who speak the language should inspire their interest in the world generally.

There is an experience by Dr. Ankerstein in Cologne, Germany, who had an exchange program grant in the fifties and has now started a large-scale short-term exchange. Approximately 5,000 or 6,000 Germans and Americans have been involved for short terms and his idea is that it gives them an interest in pursuing international studies, including language and history. I believe he is right.

Mrs. Meyner. At what age?

Mr. Fulbright. High school age, preuniversity.

Mr. Meyner. I would think anything before high school would be too early; would it not?

Mr. Fulbright. Yes; and he has been very successful. That is a private undertaking with minimal government assistance. It complements the academic program.

In my remarks today, I want to make one central point—that it is important, very important, to the future of the country to get people who can evaluate properly our relations to other countries and assist our government to make wise decisions in the future, especially with regard to avoiding a general war and developing a more cooperative international climate.

Mrs. **Meyner.** Thank you, Senator. Thank you, Mr. Chairman.

Mr. **Fascell.** Senator, you will be pleased to know that the conferees on the State Department authorization bill have agreed to urge the administration to come up with a program for a substantial increase in the exchange program, and submit a proposal to the Congress to phase it in over a period of 4 years. We are looking toward at least a doubling of the program.

Mr. **Fulbright.** You don't mean it.

Mrs. **Meyner.** Just yesterday.

Mr. **Fulbright.** I had not heard anything about it.

While I am here, of course, I am very pleased to hear that. Before I leave, may I commend to you, since he is in the room, Dr. Monroe Donsker, the new Chairman of the Board of Foreign Scholarships. That Presidential board of 12 citizens, recognized for their capacity to operate in this field, is very important to the maintenance of the integrity of the program.

When Mr. Ryan mentioned bringing into the program people other than academics, I think the Board is doing just that. It's a question of the selection of people who have promise for the future in every field of endeavor.

Mr. **Fascell.** Senator, thanks very much. You have earned the undying gratitude of educators and students who hear with great pride the name "Fulbright" all over the world.

Mr. **Fulbright.** I thank you.

Mr. **Fascell.** And I certainly must say you are consistent. You were a lone voice in the Senate on Vietnam, and probably had more to do with turning this country around than anybody. The Nation owes you a great debt of gratitude.

Mr. **Fulbright.** Thank you, Mr. Chairman.

We look to you to carry on and keep this program going.

Mr. **Fascell.** Our next witness is Dr. Alice Ilchman, Associate Director for Education and Cultural Affairs, International Communication Agency.

Doctor, I know you have a prepared statement, and if you would like, we can include it in the record and you can summarize it.

STATEMENT OF ALICE ILCHMAN, ASSOCIATE DIRECTOR FOR EDUCATION AND CULTURAL AFFAIRS, INTERNATIONAL COMMUNICATION AGENCY

Mrs. **Ilchman.** Thank you.

I would like to submit it for the record and do the latter.

Mr. **Fascell.** Your prepared statement will be put in the record.

Mrs. **Ilchman.** As someone who read the entire proceedings of this Committee for the Reorganization, I might say that I have been looking forward for some time to meeting the remarkable chairman of the committee which worked through those complicated ideas.

It is a pleasure to be here because the subject of discussion this morning, international understanding, is important to me, but it is also important to our country and to the world. I thank you for having these hearings and inviting us to talk about these crucial subjects.

What I would like to do, if you agree, is to talk a little about what we might mean by international and global education, to talk about what we would do to educate all citizens in it, to try to make the case for the international intellectual community. Finally, I'd like to address what I think are five essential categories of scarce human resources.

I think the case for the interdependent world has already been made very well before this committee. I would therefore move to talk about how we might try to achieve international education. We can make some basic distinctions.

There is formal schooling. Some witnesses have addressed themselves to the question of subject matter, curriculum or the training of teachers or superintendents. But formal schooling is really not the primary responsibility of the Associate Director of Educational and Cultural Affairs in the new ICA. There are others here who can address themselves more appropriately to that subject. We do work closely with the Office of Education, since we have a number of programs that are of mutual concern.

I do not want to underestimate the importance of working with school children but I will not address myself to it. One is, however, extraordinarily concerned with the education of individual citizens who are not in what I might call the scarce manpower categories. The ICA supports several of these opportunities and I would like to give some examples.

We work with a large number of private groups who try to make it possible for individual citizens to have some travel and exchange experiences. Some of the philosophies and ideas of these groups are very simple. One such idea is the home stay. You go and you live with a family of another culture. The motto of one of these exchange organizations is that "People learn to live together by living together." It sounds simple, but if you have ever tried it, it is complicated, indeed. It is not simple to execute, for either the individual or the family. Many of these organizations perform very well, indeed, are highly sophisticated in their use of volunteers and their use of national arrangements to do it.

In this connection I would particularly like to cite People to People as an example of a group which effectively gets citizens together through occupational or professional interests, and Sister Cities which connects people by a geographic location. I would also like to make a statement in support of youth exchanges. I think they are extraordinarily successful and important. Youth exchanges are largely low cost. The placement for such an exchange is easy. Unlike the advanced research scholar who may feel the whole year lost if he cannot get a correct placement, the young person can almost always benefit. It is difficult for a young person not to salvage something constructive from his or her experience. A negative experience may be a learning experience, since it is a period in life when one is highly impressionable.

In my own life I was on one of those youth exchanges to France the summer that De Gaulle came to power. It would not be possible to have learned by reading newspapers, books, or hearing a lecture what it meant to a country to regain its sense of national pride. The fact that France was now essentially able to say to the United States, my own country, we don't need you so much anymore, was part of a fundamental learning experience for me, and I would like to say how important it is for young people to learn about national sensitivities and other nations' self images.

This exchange happened to be with the Experiment in International Living. The American Field Service and Youth for Understanding are other excellent programs that send out and receive several thousands of young people each year, sometimes for the summer, sometimes for the school year.

One would hope that these broad opportunities for exchange, for travel, for reading books and newspapers from other nations, and seeing their television programs, would lead to a realization and understanding of the nature of our interdependent world. Education, however, is not always comfortable. We cannot assume, with increasing realization of the smallness of our planet and the constraints that we are living under, that we will necessarily feel more reassured or comfortable in this knowledge.

A Japanese intellectual recently described to me what was happening to a number of persons in Japan when they began to be aware of Japan's dependency for natural resources. They did not respond by becoming more worldly and cosmopolitan, but quite the opposite. With the sense of hostility that people often feel about dependency relationships, a common Japanese response was to want to become more isolationist, to not recognize this fact, and to withdraw from the world rather than engage in the reality of interdependency.

So, as we press the importance of international and global education, we must realize that cause and effect are not always simply connected in education. What we are likely to get with the realization of interdependency is understanding on the part of Americans that is the essential prelude to action. But this loss of autonomy will not be comfortable, we may be indeed resentful of it. It is so tempting to believe that international education in itself is the solution to the range of problems that confront us. I think it is an essential concomitant to understanding, but it is only part of the process in dealing with our problems.

If you will, I would like to make the case for the international intellectual community. The case that we can make for the Fulbright exchanges and for international exchanges generally is often made instrumentally: they are important because of the byproducts that we will get from them. Senator Fulbright has for years talked eloquently about the climate of increased understanding that grows from these programs. It does, indeed, and it is terribly important.

The case that I would like to make to this committee—because I think you are a friendly committee—is the case for the nature of the intellectual activity itself. I would stress that the intellectual community is really worldwide, that the boundaries of intellectual discourse are far wider than our Nation, and that this activity has great value and that we should support it because we are a mature democracy. Further, no other country has the institutional and intellectual resources this country has, and it is our role to be one of the leaders in assuring that the ultimate boundaries of this discourse are worldwide in scope.

A number of disciplines were so formed in the United States, particularly sociology, and to some extent psychology and economics, that it is important, I believe, that we test our theories in other settings and that those many foreign students who learn in our institutions have the possibility of making the disciplines genuinely cosmopolitan. We have, I believe, a worldwide or cosmopolitan science. I think it might be appropriate to press for a more cosmopolitan social science, perhaps a more cosmopolitan history or even literature.

The enormous number of foreign students in the United States, now something like a quarter of a million in our colleges and universities certainly helps to build the world intellectual community. We have, now perhaps, the third generation of foreign students in U.S. universities. The first, particularly from Asia or Latin America or Africa, were really pioneers. They came in the 1920's and 1930's.

The second generation who came here and to some extent to Britain and France and Germany are now in positions of leadership at home, in the ministries of education or as rectors of universities. In some instances they founded the disciplines in their colleges or started the professional journal. Now we are dealing with the third generation. Our concern and obligation to these students is to assure that the dependency relationship between Third World students and their American institutions is resolved in as nearly an equal partnership as possible. Our obligation is to work to educate a healthy generation of foreign scholars who are capable of joining us as intellectual partners in this world scholarly community.

These remarks are addressed less to Europe, Australia and Japan than to some other parts of the world. It is important to recognize the quality of many relationships between professors and students in a variety of institutions, publicly and privately supported, that are moving towards this goal of intellectual partnership. The United States and this committee should endorse programs and settings which support these intellectual partnerships because they are important in themselves and because from them flow many of these other concerns of the international community.

Let me be specific, if I may, about five categories of scarce human resources that I believe are essential to the purposes of global education. These categories must be sustained, renewed and augmented in number. The ICA and its many programs cannot be the sole renewer and conserver of these human resources. We depend on a number of other agencies in the U.S. Government, on the foundations, universities and, of course, on the commitment of the individuals themselves.

The first category is specialist. These people, mostly found in universities, educate coming generations about the world. We have had more than a decade now, more likely 20 years of building area centers in universities. These persons are journalists writing for a larger literate public, and they are themselves opinionmakers.

There are various estimates of what the stock is and whether it's enough. The development of the area specialist has been a spectacular success, by and large through cooperative foundation and Government effort. We need to continue to support and sustain this group. ICA does so in part through the Fulbright program and indirectly with other private sector programs such as IREX—the Soviet Union and Eastern Europe International Research and Exchange Board—and the American Institute of Indian Studies, as examples.

The second group I would call specialists with a problem orientation and area sensitivity. What we would like here is to assure that we have a stock of persons who possess a problem orientation and a familiarity with a geographic region. These persons must have this kind of understanding to handle some of the key problems of our future: food, the transfer of technology, international migration, perhaps international monetary exchange and foreign investment.

Now, the traditional area study scholar did not ordinarily touch these problems or make the connection between problem competence and area knowledge. Examples of this sort of person would be bankers who have knowledge of the ASEAN countries (Singapore, Malaysia, Indonesia, Thailand, the Philippines, the five countries meeting just now), or perhaps oil engineers with an understanding of Latin America, or area specialists with a knowledge of energy and nutrition.

There are a number of ways that we might encourage the development of these sorts of persons with intersecting competence. We could have master's degree programs for area work for professionals or professional training for undergraduates with area training. There are some places which presently have this orientation. One would think of the East-West Center research institutes on population, or world resource systems where area competence would intersect with knowledge of a problem.

There is a need to internationalize, if you will, professionals. This is the third category. These are competent persons in our society and their counterparts overseas who can fathom international answers to common problems, namely urbanization, pollution, human rights, equal pay, taxation. Examples of these persons would be city managers, executives, architects, and persons in public works departments, and so forth. These are the people who will staff the multinational corporations and who may be in government at crucial levels. People to People, for instance, assures that some of these professionals talk together. The ICA in the past year has brought German labor leaders, Canadian journalists and Asian economists to be in conversation with each other.

It is important that professionals have a world view of some of the problems because the solutions to a number of problems are likely to be worldwide. I also would like to say that the international conversations between professionals are a highly effective way to have a sense of another society. Again to use a personal experience, I will describe an Office of Education program in the late 1960's where a dozen students from the University of California at Berkeley who had professional competency at the master's level and above were given internships in Indian agencies. These were graduates in social work, public health, architecture, law, and so forth. The difficulty for American scholars to come to know their Indian counterparts and to get to work in India is legendary. Every interaction seems to be complicated. In contrasts, the ease with which these young professionals picked up conversation of mutual interest with their counterparts was astounding to see. I think these programs are not only effective in personal and human terms, but also in making more international the competence of professionals.

There is a fourth category, a small group I will only say two sentences about. I'm thinking of those Americans who are overseas for long periods of time and who are charged with conducting the public diplomacy of the United States. Some of these are Government people, some are in more private capacities. In ICA, we send a number of speakers overseas to talk with largely foreign audiences.

I am wondering if it might not be appropriate occasionally to send some persons as seminar leaders to work with these Americans on some key problems in the United States that are worldwide in their ramifications. For example, there is the discussion on the new international economic order, or, several years ago, what was meant by the "maximum participation of the poor" and what does that imply for welfare programs in this country and elsewhere.

Finally, there is a resource that is completely outside the United States that requires our concern and assistance. These are the cosmopolitan intellectuals of the world who for the most part are supportive of peaceful change and antitotalitarian. Our program should be aimed at sustaining these rare persons in their mutual interaction with people in their own region and with their intellectual counterparts in other parts of the world. This group would include journalists, writers, social scientists, artists, and persons from the private sector. We do have a number of programs that support this sort of endeavor. The Fulbright program is one, the Iowa Writers Conference would be another, and there are some others.

I think that is all that I would like to say now. I will be happy to respond to any other questions or concerns that the committee might have.

[Mrs. Ilchman's prepared statement follows:]

PREPARED STATEMENT OF ALICE S. ILCHMAN, ASSOCIATE DIRECTOR FOR EDUCATIONAL AND CULTURAL AFFAIRS, INTERNATIONAL COMMUNICATION AGENCY

I am grateful to be a witness before this Sub-Committee on a subject I feel of great importance to this country. This morning I will try to discipline myself to four items. I will give a brief description of and the case for what is often called global education; outline for you what I believe to be essential categories of scarce human resources and what we must do to sustain and renew them; to describe the larger number of citizens who must be included in international education, and finally, to say a little about what ICA is doing to meet these needs.

Most international activities in the world today, it seems to me, revolve around a single late 20th century reality--the fact that every country now depends upon others for its material and spiritual well-being. In our own country one out of every eight jobs is directly connected with our exports and a foreign market. A number of knowledgeable witnesses have eloquently built before this committee the case for international interdependency. In all fields and at all levels today we must be partners. We rely on each other, and nowhere is this truer than in the efforts called "international education". The educational process itself is one of shared concerns, of taking and giving. In settings where scholars press outward the boundaries of knowledge or executives struggle for knowledge to deal authoritatively with new multinational relationships, the distinctions between learner and teacher are blurred and intimately entwined.

Americans are concerned about the adequacies of their educational system and are currently studying its national purpose, much as they did in the early 1960's.

Educational dilemmas are human dilemmas. Such dilemmas seem to come to the surface during times of uneasy affluence. Some results of this inward look suggest that our education for the end of the 20th century and the beginning of the 21st is deficient in some glaring instances. Nowhere does education appear to correspond adequately to world realities, events and issues. National assessments and public school test scores emphasize these inadequacies. In typical American fashion we have already initiated new reforms. Some constitute a new respect for the fundamentals of learning. And one trend, sometimes called global education, attempts to instill in all of our education a viewpoint of the world as a whole, or as it today really is, and not from just our fortunate vantage point in it.

Global Education

Proponents of global education aim at a perception of the world in its totality. This perception arises from changes in the substance of curriculum, the nature of topics covered, and assumptions by the teacher and texts. Global education may extend the traditional sources of authority. Global education is advocated as an additional dimension to all education, liberal education, general education, even professional education. It is a logical development from some programs of ethnic heritage, bilingual education, environmental education and other recent educational innovations. The need for global education derives from our growing social, economic and political interdependencies. It responds to those vital global issues--peace, security, population, food, energy--which today concern all cultures, including those of our adversaries.

These new global perspectives must become the property of Americans at all levels of education. These attitudes, it is hoped, will inform also the perspectives of elementary and secondary teachers and students, and of the American public at large. To our cosmopolitan science, our universities must add a cosmopolitan history, a cosmopolitan literature, and a cosmopolitan social science. (The Universities of Chicago and

Stanford have long had a curriculum addressed to "the wider world" in the humanities and social science.) The preparation of teachers can offer practical applications of this new dimension of education. The process of preparing curricula and teaching materials has already begun by such pioneers as Global Perspectives in Education, Inc. and by other groups in connection with the assessment of programs, in-service training and in relating to community education. The subject not only brings together resources of the educational community at all levels, but also the energies of numerous private sector organizations active in international affairs, especially corporate business and the media.

In encouraging global education in our schools we rid ourselves of chauvinism and the innocence of the illusion that America is the only benchmark and measure of the ideal life. The collective knowledge we have gained as a nation since we accepted the heavy responsibilities laid upon us after World War II has taught us that there are many different pursuits of happiness.

It has instilled in our education an appreciation for and an interest in the viewpoints and the achievements of other cultures. Today we realize that no single nation has a monopoly in its educational and cultural ideas. No single nation either has a monopoly on new technology, foreign exports, or natural resources. This sobering knowledge has brought us a certain wisdom and maturity. It has prompted us to take a more sophisticated and pluralistic view of the nature of international society, and of its different educational and cultural systems.

It is to be hoped that this recognition of global interdependency would make evident the need for international cooperation, the need for a responsible international citizenry, and an accurate comprehension of the earth's physical limits.

I laud the importance of a "whole world view" for citizens of the world, and of the U.S. However, the task of educators is always more complicated than suspected because in education "cause and effect" are rarely correctly predicted. A Japanese intellectual with a "world view" made an interesting observation to me. The recognition by increasing numbers of Japanese that their natural resource dependency bound them inextricably to the future and the will of other nations, is resulting not in a feeling of world citizenship on the part of the Japanese, but of hostility of the sort which accompanies dependency relationships. The view, then, of these citizens becomes isolationist, not cosmopolitan.

We cannot count on global education alone to immunize our population against this sense of hostility and despair about interdependency. Education to one purpose often has unexpected outcomes. I see no substitute for increasing global education.
Yet the magnitude of this task should not deceive us into thinking that global education alone will be a sufficient answer. To act on our new knowledge, we will need as well leadership from both private and public sectors.

Finally, one might even make the argument that the global viewpoint assists us now in democratizing our own education, if one hallmark of "democratic" is to be representative. By cultivating a more comprehensive world view, not only in our formal education but in the many citizen programs of continuing education, by teaching our history in light of other histories and developing our culture in cooperation with other cultures, we become more truly democratic. In this sense we revive a concept of the world in the tradition of our Founding Fathers. They turned to Locke and Montesquieu and to the minds of other cultures to help them in the practical problems of administering a new and isolated nation--but one that chose, in spite of its wilderness, not to remain cut off from the mainstream of world knowledge. By encouraging what is essentially a more democratic and a more complete process of learning, we will be creating conditions in general education internationally, where a pursuit of happiness will cease to be associated with only the more affluent peoples of the more industrialized nations of the world. The first reality of interdependence is that more than ever before we share a common destiny.

Essential Categories of Scarce Human Resources

Let me be more specific. To advance the goals and purposes of global education requires attention to five categories of persons--the human resources that must be sustained, renewed, and augmented in numbers. ICA and its many programs, I would like to be clear, cannot be the sole conserver and renewer of these human resources, but must depend on other agencies of the U.S. Government, foundations, universities, and of course, the commitment of individuals.

1. Area Specialists

First, we must sustain and renew our stock of knowledgeable persons of the world's regions. These people, mostly in universities and often referred to as area specialists, educate coming generations about the world, write for a larger literate public, and become themselves opinion makers.

This stock, estimated at 13,000 was brought into existence by the Federal Government and by foundations over the last thirty years. These specialists must be renewed by contact with the field of their learning. To fail to keep these persons intellectually current would condemn our students, our citizens, and our future government officials to inferior perspectives and incorrect views of what is happening in the world. The chief means by which ICA helps renew this resource is the Fulbright program. Among other private sector programs which we support in part include the Committee on Scholarly Communications with the People's Republic of China, IREX (International Research and Exchanges Board, Soviet Union and Eastern Europe), and the American Institute of Indian Studies.

2. Specialists with Problem Orientation and Area Sensitivity

It is essential to develop a stock of persons who possess a problem orientation coupled with geographic area sensitivity. Our programs and policy must nurture the growth of persons necessary for our society to understand the key problem variables of our future: energy, food, transfer of technology, international migration, international monetary exchange, and foreign investment. The traditional area studies scholar did not ordinarily touch these problems or make the connection between problem competence and area knowledge. Examples of such persons would include bankers with a knowledge of the ASEAN countries; oil engineers with an understanding of Latin America; and area specialists with knowledge of energy and nutrition.

There are a number of ways we might encourage the development of persons with these intersecting competencies: master's degree programs in area work for professionals; a professional or technical training for undergraduates whose curriculum included area courses; and, of course, seminars, international journals, exchanges of persons. Programs in the International Communication Agency which work toward the generation of these skills include the problem oriented Research Institutes at the East-West Center (Population, Resource Systems, etc.); some Fulbright lectureships and research grants, and the multi-regional international visitor seminars.

3. International Professionals

There is a need to increase the communication between professionally competent persons in our society and their counterparts overseas to fathom international answers to common problems: urbanization, pollution, human rights, equal pay, devolution and taxation. There is no problem of real importance today which is only a national problem, and professionals developing international competencies will find themselves both teachers and learners. Examples of these persons would be city managers, lawyers, executives, architects, and persons in public works departments. These are the persons who will staff the multinational corporations and the government services at crucial levels.

Direct and indirect support of these programs on our part would come through sponsorship of exchanges with the People's Republic of China and the fostering of international perspectives in professional groups such as the American Association for International Commission of Jurists and the National Institute of

Public Management, and through professionally oriented international visitor programs.

4. U.S. Representatives Abroad

Much is made of private citizens as important representatives of the United States overseas. I would speak to the education of Americans who are the official representatives overseas, even for the Agency charged with the conduct of public diplomacy. I think it essential to help, to take one example, the Cultural Affairs Officers and Public Affairs Officers in posts overseas who spend large amounts of time outside the U.S. to stay attuned to the important changes in world intellectual communication. We send a number of speakers and consultants overseas to address audiences largely of foreigners. Perhaps we should think of using some of this talent to conduct seminars for PAO's and CAO's on the meaning of the North-South dialogue, or the New International Economic Order, or the New International Information Order; or what is meant by the "maximum participation of the poor". Not only will this strengthen the effectiveness of our representatives abroad but it should also strengthen the knowledge base of those who visit our representatives.

5. Cosmopolitan Intellectuals

Finally, there is a resource that is completely outside of the U.S. that requires our concern and assistance. These are the cosmopolitan intellectuals of the world, who for most regimes are supportive to peaceful change and are, for the most part, anti-totalitarian. Our program should be aimed at sustaining these rare persons in their mutual interaction with people in their region and with their intellectual counterparts in the world. This group includes journalists, writers, social scientists, artists, and persons from the private sector.

The work of international education here is to sustain the networks of mutual relationships in opposition to totalitarian, isolationist forces in their own societies. The international visitor program and, to some extent, programs such as Fulbright, the Iowa Writers Program, LASPAU, and IREX support this goal.

International Education for Other Citizens

In contrast to the former list of very specialized and highly trained persons, other programs offer opportunities for travel and international understanding for a great number of Americans and overseas visitors who would not fall into priority manpower categories. They would include programs to encourage youth exchanges; undergraduate exchanges such as semesters or junior year abroad; international games and exchange of coaches and athletes; and the number of opportunities for ordinary individuals to travel and be received by the ordinary citizens of other countries, who may themselves make a return visit.

In summary I would like to mention several of these programs which are excellent in their conception and performance, yet open to Americans and others who may not have very particular specialized credentials. For youth I would mention three groups with a distinguished history: The American Field Service in high school exchange, the Experiment in International Living, and Youth for Understanding. Many other Americans and foreigners have had opportunities through People-to-People and Sister Cities.

Global Education and Academic Exchanges

It might be useful here to have some further description of international education and the work of ICA.

A global perspective is encouraged in two major activities administered by my office: (1) in two-way exchanges of formal and higher education, and (2) in two-way non-academic citizen exchanges at professional and secondary school levels.

The first involves the scholars who participate in, or who are alumni and alumnae of the Fulbright Program, and who often move to positions of leadership here and abroad as government officials, diplomats, businessmen, media specialists and professionals in all fields. This program represents a sustained and quality investment which draws upon our Government's four decades of experience in international academic exchanges. This Federal initiative has been supported by several private American organizations with even longer experience in the field, some of them having launched their first international exchanges shortly after World War I. Directed toward academic excellence, always hard to attain anywhere and often impossible to attain in programs of greater dispersion, it involves around 2,500 scholars, American and foreign, each year. It strengthens competence of American academics in all disciplines and in vital language and area studies. From this community of now several thousands of scholars have already emerged a number of the trained professionals qualified to develop and direct policies toward the principal problems of international relations in the last quarter of this century. Thier global education in this context serves as an instrument for coping with the most vital challenges of our immediate future. These involve some enormous decisions affecting all of our lives--such as pursuing commitments to greater human equality without removing the incentives for individual initiative; preserving the security and independence of nations without sacrificing resources for economic development; and balancing the need for social order with the responsibility to individual freedom and human rights. Scholars who participate in this Government-sponsored two-way exchange recognize the fact of interdependence and do not have to be convinced of the utility and necessity of a global perspective.

In addition to the foreign participants in the relatively small official Government exchange are the more than 200,000 unsponsored students* from overseas in this country today. They remind us that the United States is a major learning center of the world, that knowledge has become a primary export of the country, and that the business of international education contributes several millions of dollars annually to our economy. While many of them may be here under the auspices of their home governments, less than five percent are sponsored by this Government. Educating satisfactorily this rapidly growing number of foreign students in the fields which atract them most--science, technology and business--is one of the most pressing problems today facing the American academic community. One of the great assets of our foreign student population, 80 percent of whom come from the underdeveloped world, primarily the Middle East and Africa, lies in the personal and direct manner they educate thousands of Americans about their countries and their cultures. In this way they make a unique and inestimable contribution to our national learning process. At the same time, through their studies here a more cogent understanding of our society and values broadens their own learning process, and ultimately affects their society.

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* "Unsponsored" by the U.S. Government. They may well be sponsored by their own governments or privately.

Global Education and Non-Academic Exchanges

By far the vast majority of travellers around the world today, however, are not students with fixed learning goals, but instead businessmen, professionals, tourists, performers, athletes, etc. Substantially improving the capacity of citizen groups such as these to comprehend international problems and in their careers to be able to make constructive judgments about them and their impact is another goal of global education.

My Agency has attempted to contribute to this goal through grants-in-aid to such organizations as Sister Cities International, Partners of the Americas, World Peace Through Law, Future Farmers of America and other non-academic programs exchanging persons of all ages and from all walks of life.

Because of the great increase in international non-academic travel, and the innocence on the part of most of the participants to previous transcultural education, the case is made that our entire national educational system--from elementary grades through graduate schools--must undergo significant changes. The different levels of all programs of education, formal and informal, specialists agree, must respond far more creatively to the single powerful reality in the world today which is change itself. This has prompted the current re-examination of different systems and their values. Only after considerable adaptations, the consensus holds, can we hope to have a larger segment of the country (represented by the non-academic traveller in the world) that comprehends the new dimensions of their lives. Only then will the average traveller be capable of making constructive judgments of the events affecting our planet.

Today elementary and secondary school education must contend with the often stereotyped mass media images for what Walter Lippmann called "the pictures in peoples' heads". Without graduate schools of education and teacher colleges with sufficient funds and curricula to permit them to impart a more accurate global perspective in their teacher training, and without incentives within school systems, there is scant chance of a global picture developing in the heads of our young students. Until more elementary, secondary and college level teachers have an expanded image of the world, taking into account the linkages of nations, societies, languages and cultures, there is little chance of a global perspective developing in the classroom.

Many of the Council of Chief State School Officers and National Association of Secondary School Principals are convinced that teaching children the new interdependencies can be done in a way that will emphasize the ethnic, religious, linguistic, business, athletic and other social links of their States and communities with countries abroad. My Agency has encouraged these grassroots initiatives. We feel the vast majority of our young people will be left handicapped and unable to cope with the new power arrangements in their world. Knowledge alone may not be sufficient power to deal to one's satisfaction with a problem created through world interdependencies. Understanding is prelude to any solution on the part of leaders and probably prelude to acceptance of or adaptation to solutions on the part of large numbers of citizens. Therefore, the tool of global perspective must be made available as widely as community means and community interests can support. Federal aid to the States in connection with education has constitutionally been supportive and cooperative, with local authorities always having the prime and ultimate responsibility for the educating of our youth.

One of the obligations of the mandate given my Agency in connection with advising the Executive is to indicate those political, economic and social factors that have an impact on global education. With our inherited experience of four decades in international education and limited budgetary resources, we encourage those academic and non-academic activities of other Federal agencies and of private organizations which best implement it.

The Presidential mandate given my Agency, Executive Order 12048, in exercising "primary responsibility for Government-wide policy guidance for international, educational and cultural activities, including exchange programs," provides a linking mechanism between ICA and other public agencies and the many private educational, cultural and citizen organizations at work in international exchanges.

We have already moved to specify functions and establish liaison with Federal agencies working in the international educational and cultural fields. We have held the first interagency meeting on the subject of global education to inform ourselves of the scope of activity of some of the agencies, and for the purpose of coordinating programs. Through sharing information on matters of mutual concern, and maintaining regular contacts, we believe we can fulfill our objectives. While our mandate commits us to strengthening relationships among the agencies and developing cooperatively policies and guidelines for a more effective conduct of international exchanges, we also recognize that there are differences in the legislative purposes and authorizations of different Government agencies. Only a few of the programs of the Department of Defense, for instance, are tangential to ours. We have identified, however, 25 Federal agencies with which we plan to develop contacts, and have already consulted with representatives of eight on the subject of closer coordination. This liaison has been excellent and has provided all participants the opportunity to explain the role and activities of their agency as well as to learn about the work of others. We believe a good foundation has begun for continuing coordination. Some tangible benefits are the offers of collaboration in several activities of mutual responsibilities--for example, utilizing the resources of the Smithsonian Institution for our international visitors and tapping Peace Corps alumni to assist foreign non-academic grantees while in the U.S.

We can see a number of opportunities. Foremost are computerizing our data and record-keeping, information-sharing, of which there is a dearth in all agencies devoted to international exchange, compilation of a handbook of frequently used interagency contacts, a Government-wide inventory of international educational programs and updating and clarifying all field instructions. We will encourage other Federal agencies to think of ICA as a clearinghouse on international exchanges.

We feel this Sub-Committee should be commended for focusing on the vital issue of global education which can in this country, since it is intimately linked with communicating, respond to the same twin purposes as our public diplomacy. It can insure, for instance, that the American ethos, its institutions and goals be more accurately perceived by the rest of the world. It can also insure that a far broader number of our citizens perceive the world as it really is, and in their decisions take into account the legitimate and shared concerns of their counterparts in many different and fascinating cultures of the world.

I shall be happy to try to answer any questions which the Members of the Committee may have.

Mr. Fascell. Thank you very much, Doctor.

Mrs. Meyner.

Mrs. Meyner. Thank you, Mr. Chairman.

Doctor, thank you for your presentation.

Toward the end of your remarks you talked about sending our people overseas and expanding that program to include seminars and so forth. But how often are foreign service information officers or cultural affairs officers on home leave sent to speak with American educators or journalists or businessmen concerning ICA exchange programs, and ICA itself? Do you recruit on college campuses and should there be more activity in this area? Do you feel there is enough?

Mrs. Ilchman. Certainly there are a variety of ways to educate people. It may not be necessary to send overseas at some expense a person who would not ordinarily be traveling in that direction. We are probably not imaginative enough in our education of persons on home leave.

I talked particularly about that group of representatives overseas who are expected to be on the forefront of a new problem and to be sophisticated in areas that they would not be expected to master in this country. I really was identifying an opportunity where we might be able to have more effective cultural and public affairs officers without any additional increases in funds.

Mrs. Meyner. What I was really getting at is what steps has ICA taken to implement its mandate to tell ourselves about the rest of the world? Wasn't that part of what ICA had in mind?

Mrs. Ilchman. That mandate certainly makes a difference in the kind of agency ICA is from what CU was asked to do, or what the former U.S. Information Agency did. For our own officers, even though the old sign said, "USIA Telling America's Story," if you were overseas as a public affairs officer or cultural affairs officer, if you were doing your job at all well, it was impossible not to be learning at the same time that you were increasing the foreigners' understanding of what the United States was and what it stood for.

What we have now is a very attractive dual requirement for an agency because there is not very much real teaching without learning. There is no such thing as going overseas or coming here only to study another culture. The dominant impression scholars often talk about is the view they got of their own society while they were living in a French village or in an Indian city. So, the exchange programs genuinely foster exchange. Whether you are receiving international visitors or going out as a speaker—or as one of the numerous citizen volunteers on both sides who helps make exchange possible—the activity itself brings learning about other cultures and societies. If you are participating at all sensitively, you cannot help but learn.

Mrs. Meyner. What do you see as the role of private foundations in this country in the area of international education and cultural affairs? Should ICA or can it make greater use of these foundations?

Mrs. Ilchman. I think we can say that one of the extraordinary successes of the Fulbright program is the extent to which other groups are sponsoring scholarship, exchange, and fellowship programs. These are, by and large, variations of the Fulbright model. The Fulbrights are a tiny part of all exchanges.

The fact that Fulbrights were early, that they recruited from a much broader category of persons than did, say a Rhodes—which was male, athletic, and directed to only two universities—made them good models. From these models we have been joined by private sector partners who, in many instances, do the lion's share of the work.

I think that our task is to be concerned about the quality of these programs and their purposes. We make small contributions to a variety of private efforts. In some cases public contributions assure there will be minority representation in an exchange.

I think we can only think of this as being partners. The contribution of the private sector is large and extraordinary. I think we might also try to persuade them to do more.

Mrs. **Meyner.** Just one final question, if I may, Mr. Chairman. As you probably know, a recent GAO report has called for more data sharing among Federal exchange programs in order to obtain a sort of national census or a bibliography of exchange visitors in this country. Do you see any special advantages or dangers in such a proposal?

Mrs. **Ilchman.** There is an enormous reservoir of data and experience that clearly is of use to those agencies, public and private, who are working in this field. We have an office called U.S. Government Exchange Policy and Coordination.

We are much more interested in who should be in the conversation and who is going to use the data than compiling a list or setting up a committee. We want to make sure we approach coordination and data sharing functionally and purposefully. How it can be used depends on how it is collected, what form it is in, and so on. My testimony suggests where we have taken the leadership in calling together small, responsive groups of people who can cooperate quickly and easily. We think this may be more effective than setting up larger, formal structures. But we do believe that ICA, and especially ECA, has a responsibility in this area.

Mrs. **Meyner.** Thank you.

Thank you, Mr. Chairman.

Mr. **Fascell.** Mr. Ryan.

Mr. **Ryan.** No questions, Mr. Chairman.

Mr. **Fascell.** Doctor, we have been talking now about shortcomings and improvements in funding. I gather since we are able to focus on that program you are in charge of, it's quite safe.

Mrs. **Ilchman.** I am not sure whether that is for you to say or for me to say.

Mr. **Fascell.** I gather that under the Presidential directives and congressional guidelines and the spirit of the Director of the ICA that you are able to maintain the integrity of the programs for which you are charged. Is that true?

Mrs. **Ilchman.** I believe so. I think that it is in a lot of people's interest to maintain this integrity.

Mr. **Fascell.** Let me put it another way: Do you have any reservations that you will be able to maintain the integrity of the programs?

Mrs. **Ilchman.** I don't think it's easy. I don't think maintaining honor and integrity anywhere is a costless operation. But at the same time I don't feel threatened, but I think it's a serious and continuing job.

Mr. **Fascell.** I agree with that. I think it would be a serious and continuing job no matter where it was.

Mrs. **Ilchman.** Yes.

Mr. **Fascell.** I hope that gives some reassurance along the line. Certainly the committee has expressed itself time and time again with respect to that, and we would expect if you had any problems or reservations or difficulties of any kind we would hear about it before the academic community does.

Mrs. **Ilchman.** We appreciate your concern on this score.

Mr. **Fascell.** We probably have a lot of other questions we would like to ask and so we may submit some of them to you, or maybe even ask you to come back again.

Mrs. **Ilchman.** Thank you very much.

Mr. **Fascell.** I want to thank you very, very much.

Mr. Ryan, do you want to present the next witness?

Mr. **Ryan.** I think it appropriate. I have known him long enough. I am certain neither his reputation nor mine has suffered from knowing the other one, put in the negative sense.

I have known Dr. Jim Rutherford for about 25 years since he and I were teachers together, and I have had nothing but very high regard for him ever since I first met him.

He has unfortunately left the classroom, which I think was a distinct loss to the students, he has not had a chance to teach in the years since. But his work today is far more important I think in the long range sense for students everywhere.

I consider him to be a distinguished scientist and distinguished editor, and I hope there is still a basis for friendship.

Mr. **Fascell.** Dr. Rutherford, we want to thank you very much for coming back again. Unfortunately, it seems in our subcommittee or any subcommittee nowadays we always have a time problem for the witness.

We appreciate the forebearance of all of the witnesses who have helped us in this study. I know Dr. Berry has a time problem also and probably Dr. Hayden. But I want to thank you for coming back to give us your testimony this morning.

STATEMENT OF F. JAMES RUTHERFORD, ASSISTANT DIRECTOR FOR SCIENCE EDUCATION, NATIONAL SCIENCE FOUNDATION

Mr. **Rutherford.** Thank you, sir.

It's an honor to be here, Mr. Chairman, and a pleasure to hear Congressman Ryan's kind remarks. Outside of public meetings he is not always that gentle with me.

With your approval, I will just simply submit my statement for the record.

Mr. **Fascell.** Without objection, it will be included in the record.

Mr. **Rutherford.** What I would like to do is just make a few brief remarks relating to the issue and what happened since your last session.

I went to Israel to the Bat-Sheva International meeting on the implementation of science teaching. It was the first international meeting Israel has had in this field, and I think that it bears directly on some of the work that this subcommittee is trying to do.

I will make three points about the Israel conference and try to suggest what I think they may mean for those of us who are interested in international education.

First of all, it was clearly evident at the meeting, which had people from all over the world, that if it had not been for the work in the United States in the 1960's, largely funded by the National Science Foundation, the conference could not have been held. Almost without exception, the leaders who had put together the conference and those who attended had themselves learned the business, as it were, in the 1960's by visiting the United States when we had a great deal of activity going in science curriculum development and in science teacher training. These people studied in this country; they worked on our projects; they went back to their own country and adopted many of our techniques and procedures and insights. All one had to do was listen to the papers to detect that. I think it's a great tribute to the work we did, and I think it makes a point about international education.

The point is that if one wants to be influential internationally, as we have been, then first of all one must exploit one's own domestic resources. That is, we must be good at what we do, so that when we participate in international affairs in the field of education, at least, we have something to contribute. I am sorry that in the 1970's one does not find the same level of creative science education activity within our own country, and surely not as much effort to share with the rest of the world the kind of knowledge that made this particular conference possible.

During the 1960's, for example, we not only had science educators from all over the world here to work with us, but we also had American specialists in curriculum development who went out to all parts of the world, developed and undeveloped, to help nations improve their own science instruction. The results were very positive. For example, the most recent report of the International Clearinghouse of Science and Mathematics Education lists well over 100 projects in mathematics education that trace their roots to the U.S. leadership. I would argue that the first step in international education affairs is for us to look at the quality of the work we are doing here in those activities that may be relevant to the needs of other countries as well as our own.

The second point derived from the Israel conference was that some of the science educators from other countries are beginning to pass us by. There are people out there now who have taken our ideas, have extended them, and are doing some brilliant work in science and mathematics education around the world, work that we don't always know about in this country because we have not kept open the channels, at least not in the 1970's.

I think that I can cite two examples, based on the papers given at the conference and my talks with foreign scholars. One is in the development of techniques for determining how good science or mathematics education is, and the other in the implementation of socially relevant science instruction; that is, the kind of science instruction that helps us prepare better citizens in a world dependent upon science and technology.

I think there is an international resource in science education that we are not in contact with enough; and thus we have to find ways for reversing the process of the 1960's. We need to find better ways of stimulating the flow of innovative ideas and mathematics editors and teachers and techniques into our country. The Israel Conference amply emphasizes the interdependence of the United States and other countries in achieving programs in science education.

The third point I would like to make stems not only from the conference itself but also from my visits at the Weizmann Institute, the Hebrew University, the University of Tel Aviv, the Technion, which is a special engineering school, and to a kibbutz school. It is that international education is surely something more than travel and exchanges, friendly visits, and the development of mutual respect and understanding. That is all right. I think it's important, but it's the exchange related to content, to substance, to particular ideas and techniques that is a crucial ingredient, it seems to me.

In the case of science education, I guess what I am saying is that the international activities I see that seem to work best are those directly related to the substance of education and science. In such activities, there isn't much talk about "international education", it's just scientists and teachers grappling with complex problems in science instruction.

The Weizmann Institute is a case in point. This world famous institute, started in the 1930's, set out to become one of the leading places in the world for fundamental research in the natural sciences. They achieved that goal. They then added a graduate education mission, because they quickly found that science does not stand alone. It has to be linked with education.

Now, they have attached to the institute a science teaching center conducting research on the process of science teaching. About 60 precollege, classroom science teachers work with the science faculty at Weizmann Institute, developing new programs, interacting with the schools, and coming up with the kinds of new ideas that are going to be useful to them and the rest of us.

My point here is that the linking of substance to international education is very important, and I think what this may say to your committee is that in addition to the programs for which you have direct congressional oversight, you may want to pay some attention to the mission agencies that need somehow or other to be prodded and supported to make sure that they maintain a suitable international stance. Whether we consider transportation or agriculture or science or the humanities or whatever, it's important that international education in the context of substance not be neglected.

So, Mr. Chairman, those are my three points and suggestions. I hope they will be of some use to you. I appreciate the opportunity to be here and would be happy to answer any questions.

[Mr. Rutherford's prepared statement follows:]

PREPARED STATEMENT OF F. JAMES RUTHERFORD, ASSISTANT DIRECTOR, SCIENCE EDUCATION, NATIONAL SCIENCE FOUNDATION

Mr. Chairman:

I am delighted to appear before your Committee on the topic of international education both as an individual and as a representative of the National Science Foundation. The Foundation, of course, is deeply engaged in many international activities directly related to scientific research. For example, it supports the attendance of scientists at international conferences and funds research involving teams of scientists from many countries. Today, however, I would like to emphasize not research as such but international science education.

As a teacher and professor I was fortunate enough to have the opportunity of working with colleagues in such countries as Australia, Egypt, Germany, and Japan. As a consequence of having to explain my purposes and methods to people who did not share my own often unconscious assumptions, my own teaching improved. By introducing American methods for developing curricula and managing classes to these colleagues, I believe I was able to make a contribution to their teaching. And, when I worked on Project Physics, the international experience proved useful in developing materials suitable for our own multi-cultural nation.

Because of funding constraints in recent years, the Science Education Directorate has not been as deeply engaged in international science education as once was the case. It will, however, perhaps be helpful to discuss some of the activities that have been carried out.

Throughout the 1950's and 1960's NSF was responsible for the graduate training in science, mathematics, and engineering of many students from around the world, especially from the less developed countries. The numbers of non-Americans studying in the United States are still quite significant (although NSF no longer provides support to them).

NSF brought resource personnel, foreign leaders in science education, as well as college teachers and high school teachers of science and mathematics to this country to learn about analysis and development of instructional resources and new approaches to science teaching. These representatives from other countries attended institutes supported by NSF during the summer and the academic year. These institutes were conducted in all parts of the U.S. so that in addition to improving their own capability, they were able to share their own views and expertise with many Americans. The value of this activity was mutual.

The curriculum materials and approaches developed for American schools and colleges were widely shared with countries all over the world. These materials were, in turn, adopted by these countries to fit their own culture. It was the NSF support that made possible both the original development and the transfer where American science teachers and curriculum developers worked with foreign colleagues in adapting these materials and devising their own.

Science is after all an activity that throughout its history has flourished without regard to national boundaries. But this was not apparent in most science text materials until the 1960's. The new generation of up-to-date and innovative science teaching materials resulting from NSF support reflected the international nature of science because scientists themselves worked on the development of these materials and they insisted that full credit be given to the work of scientists around the world.

Without substantially increased funding it would not be possible for the Science Education Directorate to once again undertake all of the kinds of activities that it supported in the past. Instead, we must concentrate on those of greatest value. Currently, we are reviewing all of the science education programs. One of the questions being explored is: Which kinds of science education activities are of such urgent importance that they should have priority of funding?

The benefits of international educational cooperation are very real, but they are also difficult to describe systematically, particularly given the more than 150 international programs operated by at least 30 different government agencies.

Before closing, I would like to refer the Committee to an excellent publication just released by the Institute of International Education, entitled, Report on International Educational Exchange: Open Doors, 1975/76 - 1976/77. This book contains a wealth of data, especially demographic information on foreign students who are being educated in the United States. This data becomes especially significant as the U.S. attempts to expand its science and technology agreements with other nations. Everyone agrees that scientific training is essential for all developing nations if they are to benefit fully from these exchanges.

Therefore, I heartily support the effort that this Committee is making to obtain a clearer understanding of international education.

Thank you.

Mr. Fascell. Thank you, Doctor.

To what extent does the NSF get involved in providing opportunities for scientists and mathematicians and teachers to go abroad and engage in study and research?

Mr. Rutherford. We do have, over the history of the Foundation, a record of support of American scientists to take part in international exchange. That is seen to be necessary because science is by nature a cosmopolitan activity. On research grants, for example, if there is some work being done in Europe or the Orient that the researchers need to know about, appropriate travel funds are approved as part of the grant. We also support travel and foreign study for graduate students and postdoctoral study whenever and wherever it makes sense.

What we do not do that we ought to be doing, in my judgment, is providing explicit support for science education postdoctoral study. That is to say, it's always science study as such that we support, but we have no problems that allow our researchers, say in science education, to spend time in Europe.

Mr. Fascell. You indicated that science is cosmopolitan and Dr. Ilchman indicated that social sciences might not be, but that we ought to strive to make them cosmopolitan.

The question I have is whether or not the present trend in the social sciences today is really confrontational rather than cosmopolitan?

Mr. Rutherford. I cannot speak with any authority on the social sciences. It certainly is much more difficult to view on any international scale the social sciences with the same detachment that one can the natural sciences. If you are talking economics or history, there are ideologies to be dealt with.

Mr. Fascell. But should we not be striving to do that?

Mr. Rutherford. I think so. It's just that——

Mr. Fascell. If we are going to get the full benefits of international education, which is basically understanding so people don't shoot each other and can learn to live with each other, would not mathmatics be a fundamental element of that?

Mr. Rutherford. I should point out at the Foundation we are also responsible these days for the social sciences as well as the natural sciences, mathematics and engineering and, in fact, the same rules do apply. Our social scientists are eligible and do receive grants for postdoctoral study in Europe or wherever it makes sense.

Mr. Fascell. I don't remember the percentages right now, and it's been a little while since I looked at the difference.

Mr. Rutherford. I think it probably, and I say this without firsthand knowledge, would turn out to be about the same proportion of our funds that go into the social sciences.

Mr. Fascell. In the effort to broaden the universe of education in both sciences, what kind of international or regional activities are now undertaken in which the United States participates? I know we have a U.N. organization with which the United States participates at a scientific level. Are there any others besides the United Nations organizations?

Mr. Rutherford. There is, of course, UNESCO, which I suppose is part of the United Nations but is pretty independent, and we are very active in that.

Mr. Fascell. What is the science group? I have forgotten the name of it.

Mr. **Rutherford**. There are a variety, not only UNESCO. There are several European scientific organizations we participate in. Also, there are many international scientific laboratories of the world that we have researchers in almost at all times.

Mr. **Fascell**. Is there one in this hemisphere?

Mr. **Rutherford**. Yes; for example, our own astronomical laboratories located in South America and in this country attract astronomers from many countries.

Mr. **Fascell**. That is internationalized in a specific discipline?

Mr. **Rutherford**. In a specific discipline. That is true of many of the laboratories around the world.

Mr. **Fascell**. Has any thought been given to a hemispheric scientific conference, colloquium, seminar, or center?

Mr. **Rutherford**. Not if you mean in science in general.

Mr. **Fascell**. I mean science across the board, the whole universe of science.

Mr. **Rutherford**. I think not. In the scientific community you tend to work——

Mr. **Fascell**. Specialties.

Mr. **Rutherford**. In the specialty that interests you, a conference can be defined in a way to get, say, the physicists together all at one time, internationally, and that does happen sometimes. But physics, like other sciences, is composed of many disciplines, and it is these that meet more frequently on an international basis.

Mr. **Fascell**. Do scientists talk to each other?

Mr. **Rutherford**. Oh, yes.

Mr. **Fascell**. Outside of their disciplines.

Mr. **Rutherford**. Sure.

Mr. **Fascell**. Where do they do it?

Mr. **Rutherford**. They do it in their universities.

Mr. **Fascell**. After the universities?

Mr. **Rutherford**. An example is David Solomon, who I was with at Weizmann Institute, an internationally known chemist who, in fact, now is doing fascinating work in biology and physiology.

Scientists just learn as they go along, and they move early into other fields. When their work crosses that of other scientists, they begin studying the literature of the other field, go to meetings of the other scientists, and they finally one day find themselves in quite a different field than the one they were trained in.

Exchange happens rather easily among the natural sciences. What does not happen easily is the exchange of ideas and techniques among the natural sciences, the humanities, and social sciences.

Mr. **Fascell**. Is there anything we can do about that?

Mr. **Rutherford**. I think we can do many educational things. In the Science Education Directorate of NSF we are trying to develop programs to help people, beginning with youngsters, to understand science in a humanistic and socially important way. We are looking for ways to get nonscientists, lawyers, politicians, engineers, whoever, to begin to understand science functionally.

The NSF is trying to get the dialog going both ways between scientists and nonscientists. I participated recently in a meeting of lawyers, judges, scientists, and engineers trying to see what common territory we had, to see if we could think of some way of beginning to inform each other in a useful way.

Mr. **Fascell**. A defense against malpractice suits, would be the most useful.

Mr. **Rutherford**. Fortunately, that does not apply in the scientific community.

Mr. **Fascell**. Scientists do make mistakes and need lawyers.

Has NSF focused on the mandate of ICA with respect to coordination of the U.S. programs on international education? Has NSF decided they are for it or against it?

Mr. **Rutherford**. I don't know.

Mr. **Fascell**. I hope you tell the Board down there they ought to be for it.

Mr. **Rutherford**. We are working on some international things, such as the forthcoming Science and Technology Conference sponsored by the United Nations. I have personally worked with the ALECSO, the Arab League for Education, Culture, and Science. In that sense, the Foundation is trying to do its share. But in the sense of some broader coordination, I would doubt that NSF's role is a major one.

Mr. **Fascell**. As you know, ICA has a mandate and a responsibility for coordination at the U.S. level, and it's going to take some initiative and some cooperation to get that done. I think it should be and could be done without reservation or fear, since everybody has enough to do.

Mr. **Rutherford**. Yes; in this regard, I would like to note that in science, mathematics, and engineering education, one must not talk only about scientists and scholars. These fields are vast pyramids of activities involving a hierarchy of people and functions as a whole system. It isn't just the few well-known scientists that make it go. They are important to it, and their brilliance is always necessary, but they are not sufficient.

I think, for example, on this recent trip, I was impressed with some of the science teachers working in the field, working in schools, not in the agricultural field, who have insights that are based upon a real experience. They have to be dealt with in considering issues of international science education, and not just people in the universities.

Mr. **Fascell**. What is the attitude of NSF with respect to basic research and applied research?

Mr. **Rutherford**. I would not suppose that the NSF has an attitude. It's a general agency made up of lots of people. I think by and large if one were to try to generalize our discussions, it is that it's not a terribly useful distinction these days. Research is research. Whether it's basic or applied depends somewhat upon how you intend to use the knowledge.

Mr. **Fascell**. If you are an academic, you don't want to take tainted money from DOD; it becomes very important.

Mr. **Rutherford**. Then you declare it's basic science.

Mr. **Fascell**. Then you might take your money to do the same thing from NSF and you suddenly become pure.

Mr. **Rutherford**. Then you demand it not be secret, so it gets published.

Mr. **Fascell**. I guess you are aware of title V of the State Department authorization bill, which is a matter we have worked on for some 4 years now to incorporate aspects of science and technology into international diplomacy. This is hopefully a whole new area for the National Science Foundation to help out with.

Mr. **Rutherford**. Yes.

Mr. **Fascell**. Mr. Ryan.

Mr. **Ryan**. I just have one question which has to do with the administration's proposal to create a Department of Education.

What effect would the creation of such a department under the administration's plan have on the National Science Foundation, in your opinion?

Mr. **Rutherford**. Rather than comment on the entire question of a department and whether it's advisable or not——

Mr. **Fascell**. What is the transfer from NSF?

Mr. **Rutherford**. It would transfer almost all of the science education activities; it would leave behind fellowships and it would leave behind some things related to outreach to science museums and television. In the context of the work of this committee, it seems to me it would raise the question of at least the ability to hold together the substance of education, what is to be learned, and the educational aspects.

If you divorce education from what it is that is to be learned, whether science, humanities or whatever, it seems to me it's more difficult to think how in the international arena one would operate. You see it was easy in the case of the conference I just mentioned or those I have attended in Japan or Cairo. because it's a single community of scientists and people who are concerned about the learning of science. Separate them and it certainly raises questions about the ability to have a strong program.

Mr. **Ryan**. Would it be fair to say that if you take education as a function and set it off by itself, then it feeds on itself; and when the function of education is to feed off of and to give to everyone else, every other actual discipline, it becomes the education of science, it becomes education of social science, it becomes education in military affairs.

If you subtract all of that function from all these different agencies, then you suddenly have it sitting there by itself as if a school of education had some basic funtion itself, which, of course, it does not.

Mr. **Rutherford**. You and I have had some experience with school systems that divorce themselves from the reality of the content of learning. The questions that emerge are organizational and administrative ones.

Mr. **Ryan**. Rather than functional?

Mr. **Rutherford**. Rather than the substantive or functional ones. They are not unimportant questions, but they are not the whole of it.

Mr. **Fascell**. The amendment is being offered in the committee right now, in the Government Operations Committee, to leave the educational function where it is.

Mr. **Rutherford**. To leave science where it is?

Mr. **Fascell**. Yes.

Mr. **Rutherford**. That is interesting.

Mr. **Fascell**. I don't know whether they voted on it or not, but they have my vote, for whatever that is worth, to leave it where it is.

Thank you very much, Dr. Rutherford.

Mr. **Rutherford**. Thank you, Mr. Chairman.

Mr. **Fascell**. Our next witness, who has been waiting very patiently, is the Honorable Mary Berry, Assistant Secretary for Education, HEW.

Dr. Berry, we are delighted to welcome you here.

STATEMENT OF HON. MARY BERRY, ASSISTANT SECRETARY FOR EDUCATION, DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE

Ms. **Berry**. Thank you, Mr. Chairman.

I have with me Dr. Robert Leestma, who is Associate Commissioner for International Education in the Office of Education.

Mr. **Fascell**. Dr. Leestma, we're very happy to have you here.

Ms. **Berry**. I will say, Mr. Chairman and Mr. Ryan, that I don't mind standing aside for Jim Rutherford. He has provided strong help and support for me in education agency matters since I have been in Washington, so I will stand aside for him any time.

I will try not to repeat anything that has already been said; I will submit my statement for the record, Mr. Chairman.

Mr. **Fascell**. Without objection, it will be included in the record.

Ms. **Berry**. I will summarize some points, with your permission.

In HEW we believe in the necessity for international education as much as the other witnesses who have been heard during these days of hearings and as much as any one in the country. We believe in it for some of the reasons already given—the major problems of peace and war and poverty which have been with us since the beginning of the history of mankind and womankind, and are likely to persist.

We hope international education will make it possible for people to understand each other better and to solve some of these problems. We also believe in international education and global awareness because we will face problems in the future of which we are not yet aware.

We talk now about problems of energy and the environment, for instance, but other problems will evolve over time.

We hope to achieve that goal through international education.

We also want to prepare students and other persons to deal with the many opportunities, in addition to problems, in the international arena. We know about some of those opportunities, and we are aware that there will be others. We support international education—as we support liberal education—because it represents education for understanding.

Our major mission in education in the Department of Health, Education, and Welfare, is to strengthen formal American education, to strengthen the capability of school systems and institutions at all levels to teach, and to make sure that people have the opportunity to learn. We want to carry out this mission in the international education arena as well, and we exercise this mission in two major ways:

One is by involvement in international organizations and international activities. Briefly, we are very much involved in and provide support for the educational activities of UNESCO through the Office of Education.

We provide support and are involved in the educational activities of OECD; Dr. Leestma is the Chair of the Education Committee of OECD. We also provide support elsewhere in the Education Division. For example, the National Institute of Education is a lead agency in OECD for educational research, and is the lead agency for the Center for Educational Research and Innovation (CERI) in OECD.

We also provide for international involvement through the Federal Interagency Committee on Education (FICE). NSF is a member of

FICE, as are Dr. Ilchman's Directorate and all of the 34 agencies or programs throughout the Federal Government with educational responsibilities.

For example, FICE, with the lead of NSF, provided major support for environmental and educational activities with UNESCO and for our participation in the UNESCO ministerial conference on the subject of the environment. In addition, FICE is now preparing an inventory of international study activities throughout the Federal Government, which had not been done for 10 years. Because all of the agencies are members, FICE is a very useful forum for Federal involvement in international education.

We also fund several programs in the Office of Education. The NDEA title VI program, with $15 million, is our largest program. The Fulbright-Hays Act 102(b)(6), which was delegated to us by the State Department, has $3 million.

The U.S.-owned excess foreign currencies program, with $2 million used in Egypt, Iran, and Pakistan is our third funded operation.

Title VI provides for program support to strengthen the international studies capability of education in this country. We have approximately 80 area study centers around the country, as well as fellowship programs to train Americans in foreign language and area studies. We also have an outreach program, which is a new emphasis, to make sure that these centers disseminate information and work with local school systems to expand international education at that level.

The Fulbright-Hays Act enables us to send American teachers—not just professors, but teachers at all levels—curriculum specialists and others to seminar and training in other countries. We also provide support for curriculum specialists to come from other countries to assist our school systems.

We believe that international education is not a frill: It is not something to be cut from educational programs when programs are in a financial bind, as many of them are throughout the country. We think a major problem is in instilling awareness of the importance of international education throughout the country at all levels. You are doing that by virtue of the activities of this subcommittee.

We believe the Commission on Foreign Languages and International Study, which you did so much to set in motion, will perform that same kind of function. This is helpful in our efforts to eliminate the global myopia which is abroad in the land. This is why our programs emphasize working with private organizations and with our own resources to send opinion leaders in American education to other countries. We want them to have the experience, since education in this country is primarily a State and local responsibility.

It is State and local school superintendents and school board members and local people who finally decide what will happen in our schools. So we have sent a number of these people, or helped make arrangements for them to have the benefit of visiting other countries, to learn from them. And we are pleased when we can teach others a few things, also.

We need to do more of this kind of exchange, and we would do more if we had the money. We also emphasize that we are not talking about simply adding international education as a separate subject to a program in every school in the country. Indeed, what we ought to do is infuse international education and global awareness into all of the currently existing programs. It is possible to do that whether we are studying the English language or history, for instance. That is what we are talking about—not setting up totally new expensive programs everywhere in the country, but finding imaginative ways to infuse it into new programs. In our support of instructional materials we try to do that.

[Ms. Berry's prepared statement follows:]

PREPARED STATEMENT OF HON. MARY F. BERRY, ASSISTANT SECRETARY FOR EDUCATION, DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE

Mr. Chairman and Members of the Subcommittee, I am very pleased to appear before this Subcommittee, which is examining the spectrum of public and private involvement in international education. At HEW we are convinced that no student's education is well-rounded unless it includes the knowledge and understanding needed to deal with the problems and opportunities of an increasingly interdependent world. To this end, we recognize the need to support and encourage educational programs that will foster greater sensitivity to the international dimensions of modern life.

The Department of Health, Education and Welfare's Education Division relates to international education in two principal ways: (1) in administering a variety of legislative programs with the common objective of strengthening the international dimension of the American educational system, and (2) in cooperative educational activities with a variety of international organizations and in support of bilateral educational and cultural agreements to strengthen mutual understanding between the United States and nations of special importance.

In carrying out these missions, as well as other activities to be described, a variety of units of the Education Division have long worked closely with the predecessors to the International Communication Agency (ICA). This productive relationship has continued with the ICA since its establishment in April of this year.

I have recently returned from Japan, where I participated in one of the forums for the Education Division's involvement in international education cooperation. In my capacity as Assistant Secretary for Education, I serve as the HEW representative and permanent member of two bodies concerned with advancing scholarly and cultural relations between Japan and the United States: the U.S.-Japan Joint Committee on Cultural and Educationtl Interchange (CUL CON), which was originated in 1961 by an agreement between President John F. Kennedy and Japanese Prime Minister Hayato Ikeda; and the Japan-United States Friendship Commission, established and funded by the Congress in 1975.

CULCON provides opportunities for exchanging views on the full range of educational and cultural activities in Japan and the United States and for planning joint programs.

The Japan-U.S. Friendship Commission awards grants through a trust fund which promotes scholarly, cultural and artistic activities between the two countries.

My recent first hand experience at the meetings in Tokyo of both CULCON and the Friendship Commission confirms my view of the importance of this nation's involvement in such activities, both for what we learn as well as for what we share.

The Education Division serves as the principal professional resource for the Department of State in dealing with the educational programs for the Organization for Economic Cooperation and Development (OECD), which is the paramount grouping of world's industrialized democracies. The National Institute of Education (NIE) is principally responsible for coordinating U.S. involvement in the OECD Center for Educational Research and Innovation (CERI). The Office of Education performs a similar role in relation to the Education Committee of OECD.

Likewise, the Education Division provides support for our nation's involvement in the extensive educational programs of the United Nations Educational, Scientific and Cultural Organization (UNESCO). Our staff also provides professional support for the educational programs of a number of other international organizations of which the United States is a member.

Our involvement in international education goes back to the establishment of the Office of Education in the mid-nineteenth century when OE began to collect information about foreign educational systems. We continue to devote some resources to the study of educational systems and practices in other countries. A sizable collection of OE comparative education publications are currently in print and a number of new ones are published every year.

Since 1946 the Office of Education has been directly involved in teacher exchange programs—exchanging classroom teachers and school administrators in both directions—as a cooperative enterprise with the program that has merged into the ICA, which has the basic responsibility for this activity under the Mutual Educational and Cultural Exchange Act of 1961 (the Fulbright-Hays Act). The teacher exchange program is carried out by the Office of Education with funds provided by the ICA from its Fulbright-Hays appropriation.

In addition, the DHEW Education Division annually assists with the visits and appointments of approximately 1,500 educators from other countries who come to the United States to study or observe American educational policies and practices. This activity is carried out at no U.S. government expense apart from staff salaries and related costs.

In 1957, the launching of Sputnik, the world's first artificial satellite, had an almost immediate and galvanizing impact on American education. Our nation's reaction—dismay that we were dangerously falling behind the Soviet Union—led to the passage of the National Defense Education Act (NDEA) in 1958.

The general provisions of the NDEA established that the security of this Nation required the fullest development of the mental resources and technical skills of its young men and women. The Act called for programs to correct the "imbalances" in America's educational programs that had produced an insufficient number of our population educated in science, mathematics, technology, and modern foreign languages. Title VI of the National Defense Education Act was concerned with foreign languages and area studies, particularly the languages and cultures of the non-Western world. Now, twenty years later, this program continues to be the principal Federal program for strengthening international studies in American education.

Under NDEA Title VI, centers and incentive fellowships were established at institutions of higher education in order to provide instruction in modern foreign languages and area studies focusing especially on the less commonly-taught languages, such as Chinese, Japanese, Russian, Hindu-Urdu and Arabic. Research activities during this initial five-year period rapidly began to provide access to the study of these subjects.

Although NDEA was originally designed as an emergency reactive measure, by 1964 Congress had affirmed that a program's direct relevance to defense was no longer the only criterion for the selection of categories of aid. NDEA Title VI began to be viewed as a continuing program in the national *interest*, designed through education, to enhance the quality of American education as well as to safeguard America security. We are reviewing the cumulative experience of NDEA Title VI as part of the Department's consideration of reauthorization of the Higher Education Act.

Earlier in these hearings, during Dr. John Reinhardt's informative testimony, you heard of the programs carried out under the Mutual Educational and Cultural Exchange Act of 1961 (Fulbright-Hays Act). President Kennedy, in recognition of the close relationship between the purposes and objectives of the Fulbright and NDEA programs, by Executive Order No. 11034 in 1962, delegated responsibility for the administration of Section 102(b)(6) of the Act to the Department of Health, Education and Welfare. This Section is concerned with the training of teachers and prospective teachers of foreign languages, area studies, and world affairs; it is our principal authority for funding educational research and training programs abroad.

While under Section 102(b)(6) overseas programs of the Education Division parallel various parts of the Fulbright program which are carried out abroad under the aegis of the International Communication Agency and in conjunction with the Board of Foreign Scholarships, our programs differ in some important respects. There is actually little, if any, overlap; the International Communication Agency and the Education Division efforts complement each other suitably.

The overriding rationale for the Education Division programs emphasizes serving the national interest by strengthening the international dimensions of the American educational system, particularly through programs that help develop continuing institutional capability. In more specialized programs, especially those with long lead times in the training of specialists—such as in Chinese studies—the longstanding policy of continuing attention to long-range national needs has clearly proven its value. We firmly believe that sound programs in international education make positive contributions to both foreign policy and educational goals.

Notwithstanding the Federal Government's continuing role and attention within its limitations to the national need for highly trained specialists, the American public at large remains relatively uninformed about the international realities of contemporary life. As recently as July 31, the *Chronicle of Higher Education* spoke to the global myopia which afflicts our citizens and the resultant educational and informational imbalances in American life in 1978.

This Administration believes that sound international comprehension should be a basic part of every student's education. President Carter's personal commitment to this belief is reflected in his decision to create a Presidential Commission to examine critical issues and national needs and priorities in Foreign Language and International Studies. Secretary Califano and I are committed to strengthening international education, and the agency heads in the Education Division, including OE and NIE, share our commitment.

The appropriations levels for the Office of Education international education programs in fiscal year 1978 were as follows:

NDEA, Title VI—$15 million.
Fulbright-Hays, Section 102(b)(6)—$3 million.
Excess foreign currencies—$2 million.

This total of $20 million in the three programs represents the largest single source of external financial assistance to international studies in American education. The bulk of these funds are utilized in higher education to help maintain a minimum national capability in research and training in foreign languages, area studies, and world affairs, but over the past several years somewhat more attention has been devoted to infusing appropriate international dimensions into elementary, secondary, and teacher education, particularly through the outreach programs of the NDEA VI centers, as well as through the "Group Projects Abroad" category of Fulbright-Hays, Section 102(b)(6). However, this remains an area ripe for further development.

In conjunction with our long-standing commitment to international education, we are also proceeding on the conviction—shared with increased segments of the American educational community and a growing number of civic groups—that the development of an understanding of the political, social and economic conditions throughout the world is an essential element of sound basic education for our students emerging into a world of rapidly accelerating interdependence. A child born today will enter the 21st century as a young adult faced with the responsibilities of American citizenship in an interdependent world. Some contemporary global problems which will continue to affect every citizen include formidable questions of energy availability, environmental protection, distribution of natural resources, and related international cooperation.

An office of education Task Force, composed of prominent non-government leaders in international education as well as appropriate specialists within the Education Division, has been exploring new initiatives that might be undertaken by us to incorporate an international perspective in American education.

Finally, as Assistant Secretary for Education, I chair the Federal Interagency Committee on Education, the umbrella organization which brings together the 34 Federal agencies that have education programs. In October 1977, I was pleased to head the U.S. delegation to the Intergovernmental Conference on Environmental Education which was organized by UNESCO and held in Tbilisi, USSR. The FICE Environmental Education Subcommittee, under the leadership of Walter Jeske of the Department of Agriculture and Alec Barton of the National Science Foundation, prepared with the Department of State the U.S. position paper on the major environmental issues to be considered by the Conference. The Subcommittee has published a paper summarizing the conference findings and recommendations, which are to be addressed as part of the Subcommittee's action plan for the coming year.

Mr. Chairman, you are to be commended for your own efforts in international education. Your letter to the President one year ago, in your role as Chairman of the Commission on Security and Cooperation in Europe, was a prime factor in this Administration's decision to establish a President's Commission on Foreign Languages and International Studies. This Commission, which, as you know, is expected to commence work shortly, will hopefully provide important new perspective on international education.

Further, your current Subcommittee is to be congratulated for the breadth and depth of its inquiry involving both the public and private sector. We look forward to being able to consider your findings in our future deliberations.

AUTHORIZATIONS AND APPROPRIATIONS—NDEA VI: FUNDING HISTORY—FOREIGN LANGUAGE AND AREA CENTERS, RESEARCH AND STUDIES[1]

Year	Authorization	Appropriation	Year	Authorization	Appropriation
1959	$8,000,000	$3,416,000	1969	$16,050,000	$15,450,000
1960	8,000,000	7,300,000	1970	30,000,000	12,850,000
1961	8,000,000	6,554,000	1971	38,500,000	7,170,000
1962	8,000,000	8,000,000	1972	38,500,000	13,940,000
1963	8,000,000	7,970,000	1973	50,000,000	12,850,000
1964	8 000,000	8,000,000	1974	75,000,000	11,333,000
1965	13,000,000	13,000,000	1975	75,000,000	11,300,000
1966	14,000,000	14 000,000	1976	75,000,000	13,300,000
1967	16,000,000	15,800,000	1977	75,000,000	13,300,000
1968	18,000,000	15,700,000	1978	75,000,000	15,000,000

[1] Heading as amended by Public Law 94-482, Education Amendments of 1976.

Mr. FASCELL. How do you get that support to the authors and the publishers and the book committees in every State?

Ms. BERRY. How you get that is if the——

Mr. FASCELL. In most States the selection committee is secret and the Governor doesn't know who they are, only the book publishers know who they are.

Ms. BERRY. That is a problem. That is why you have to make sure that the opinion leaders in government and opinion leaders in the States are aware that they should be concerned about international education, and that they should emphasize when they engage in these programs. We in the Department are currently discussing the fiscal year 1980 budget.

Mr. FASCELL. Good.

Ms. BERRY. We are considering what we would like to ask for, and what we would like to do in this whole area of global awareness. We are looking forward to recommendations from this subcommittee or from the Commission as we try to decide what new approaches we can take to strengthen international education, which is a major priority of ours.

Thank you [illegible] Chairman.

Mr. FASC[illegible]hank you very much for that very clear summary. It seems to me [illegible] sitting on the outside, that the biggest problem you have once you get past the Department of Education, which looks like it will pass——

Ms. BERRY. I hope so, Mr. Chairman. I am in full support of the program.

Mr. FASCELL. I gathered you were strongly in support of it. And I think the bill will go through with some changes. So far as I know right now, BIA, NSF, and maybe Child Nutrition, although I voted to keep it in the Department instead of sending it back to Agriculture, I think that bill will make its way.

Ms. BERRY. We appreciate your help, Mr. Chairman.

Mr. FASCELL. Thank you.

It seems to me that the most important problem, as I see it from this advantage point, is how you and ICA are now going to cooperate.

From the way you have outlined it here, it seems to me that your areas of responsibility are very clear. That separation must be maintained so that funding can be increased more easily.

How to expand your program to do whatever it is you are required to do. I don't know. I gather there has evidently been some kind of funding problem with respect to title VI. I don't know whether that emanates from the Department or is a joint effort on the part of the Department and the Appropriations Committee. Maybe you can tell me.

Ms. **Berry**. Mr. Chairman, we came in in 1977.

Mr. **Fascell**. Seems forever, doesn't it?

Ms. **Berry**. We added $3 million and asked for $15 million in the title VI budget. It had been $12 million before. The Congress approved that, so for fiscal year 1979 we asked for $15 million. I understand from Dr. Leestma that in the markup he thinks that the Congress will come out with about $17 million.

We have planned all along to make a complete review and assessment of our international program activities in connection with the re-authorization of the Higher Education Act. We are in the middle of that and we hope to come up with some initiatives on global awareness. This is what I meant when I said that while we are engaged in these budget discussions, we will be looking to the committee here and others to see what kinds of approaches they think we ought to be developing to justify this figure in that budget.

Mr. **Fascell**. Have you identified any areas of difficulty between the Department of Education and ICA?

Ms. **Berry**. No; we have had rather good relations with ICA. As I pointed out, Dr. Ilchman is a member of our Federal Interagency Committee on Education and is represented there by a staff person. We talk and share information; we have been very careful to see that there is no overlap or duplication in our responsibilities, and that we are supportive of each other. So we have found that this relationship works.

Mr. **Fascell**. Are you the Chairman of FICE?

Ms. **Berry**. Yes, I am.

Mr. **Fascell**. How does that mesh in, if it does or does not, with the new responsibilities that ICA has for coordinating all international education activities of the Federal Government?

Ms. **Berry**. FICE does more than international education, of course. I was simply pointing out their involvement in this area.

Mr. **Fascell**. You are talking about all education activities?

Ms. **Berry**. Right, anything having to do with education.

Mr. **Fascell**. So you can draw a quick line very easily which would be domestic education as against international?

Ms. **Berry**. Yes, certainly, and that would be desirable.

Mr. **Fascell**. So you see no problem?

Ms. **Berry**. No, none.

Mr. **Fascell**. Good. I want to thank you very much for your testimony. It is succinct and very clear.

Ms. **Berry**. I appreciate the opportunity; thank you, Mr. Chairman.

Mr. **Fascell**. Our next witness is Dr. Rose Lee Hayden, director, Division of International Education, American Council on Education, who gets all of the blame and credit for starting this process.

STATEMENT OF ROSE LEE HAYDEN, DIRECTOR, DIVISION OF INTERNATIONAL EDUCATION, AMERICAN COUNCIL ON EDUCATION

Ms. HAYDEN. Everyone always leaves just as it gets interesting.

I will submit a full statement for the record and in the interest of time try to highlight just a few central points and share with you some specific recommendations that may be of use to you and the committee.

Rumor has it that a small town reporter for a local newspaper in Michigan was given the assignment of covering a monthly meeting of the school board. This particular session, however, was more than routine, since the local school district had, after much correspondence, secured a guest speaker all the way from the State capital. The distinguished guest began his speech with:

> As you know, I've been around a good bit. I've made speeches up in Marquette and down in Livonia. I've been to Grand Rapids and Fowlerville and up in Clare. I've been to meetings in Lansing and Detroit, too, of course. And one thing I've learned, people are pretty much the same the world over.

Mr. FASCELL. Another myth has now been exploded.

Ms. HAYDEN. Another myth is now exploded.

So we now have to deal with a very great reality, as has been mentioned in the questions during the course of this hearing, namely, the way in which our country is interconnected in the world.

Some surprising facts, at least from our perspective, are that the United States of America is the fourth largest Spanish-speaking nation in the world—one-third of its population growth today depends on immigration—and this figure discounts the 8–10 million person presence of illegal aliens.

Mr. FASCELL. You say it does not?

Ms. HAYDEN. It does not include illegal aliens. There are 156 sovereign nation states on the planet Earth, investing over $350 billion in armaments. Since 1954, one country per year has gone nuclear on the average. By the 1980's there can be close to 400 installed nuclear power reactors in 28 countries. Handmade nukes in the hands of self-appointed terrorists are a frightening, yet technologically possible reality.

U.S. agricultural exports totaled over $20 billion for the 5th consecutive year. One in six Americans owes his or her employment to foreign trade. Direct foreign investment increased 50 percent in the period 1973–76 to a new total of over $30 billion. Strange as it may seem, the Bantam Book you read, the Keebler chocolate chip cookie you nibble, even the "plop, plop, fizz, fizz" Alka-Seltzer tablet you consume, all have one basic thing in common—they are the products of foreign-owned countries. One-fourth of each new U.S. dollar of direct investment goes abroad.

Overall, what has been the response of the American educational and other systems to the challenge of preparing citizens for effective coping in an interconnected new world? It has been underwhelming. Less than 1 percent of the college-aged group in the United States is enrolled in any course which specifically features international issues or areas. Only about 1 percent of college and university faculty members are abroad each year. Of this number, only 0.01 percent are sponsored under the auspices of the Fulbright-Hays exchange program, whose funding has eroded by fully 30 percent in constant dollars in the last decade alone.

Foreign language enrollments at all levels have dropped. Thus, of this year's high school graduates, fewer than 2 percent have any foreign language competence. University enrollments are off fully 30 percent in the past 7 years alone in several basic languages, notably German and French. You had noted fewer than 5 percent of the teachers being trained today have any exposure whatsoever to international, comparative, area, and other intercultural courses in their work for certification.

Finally, and of particular interest, I think, for the future potential of the ICA is the fact that the current average newspaper coverage of international events which is regularly read by Americans equals less than one-half column of newsprint per day. Only between 1 percent and 2 percent of the average television week on commercial networks features international items, the lowest average of 100 nations surveyed by UNESCO.

Runners-up in our category were the U.S.S.R. and PRC. This is no surprise when you realize that in 1975 there were only 429 American staff correspondents working abroad for U.S. news organizations, a tiny cadre for a Nation which has 1,774 daily newspapers, 934 television channels, and 7,500 radio stations. Fewer American correspondents reside abroad now than at any time since World War II when there were 2,500.

Clearly, the way we were and the way we are in education in this Nation is not the way we must be. As Paul Valery noted: "The trouble with our times is that the future is not what it used to be." Fortunately, many positive programs are already underway at all levels of education to address the ambitious, yet necessary educational agenda before us.

In brief, this Nation requires (1) a cadre of experts about other peoples and cultures; (2) professionals in business and Government capable of successfully transacting transnational negotiations in a very contentious world; (3) scientists and technicians able to share and extend the frontiers of human knowledge on a worldwide basis; and (4) citizens knowledgeable enough about world affairs to support tough leadership decisions and capable of responsible participation in a democratic society. A global perspective, vocational skills, and cross-cultural effectiveness must be hallmarks of American citizenship in the coming decades.

Let me conclude by looking at the landscape in international education and make some very specific kinds of recommendations.

Numerous tribes inhabit the headwaters of international education. These groups represent a rich national resource. To understand more fully the options for the future of international education, a cursory glance at these functional subsets of international education is important, especially in light of the fact that some of these tribes have already made contact with the Great Federal Father in Washington, and have not come away smiling.

Principal groupings include scientists who collaborate in transnational research networks; development specialists whose technical assistance and institution-building projects exist on all continents; managers of study abroad programs; foreign student advisers; foreign language professors; area studies experts; international relations and advanced foreign area research scholars; topical problem specialists, energy, population, et cetera; comparativists; teacher training and public school, K–12 education professionals; and professors from professional school faculties such as business, medicine, law, agriculture, home economics, and the like.

In the interest of time, I would like to focus only on institutional or infrastructural aid as we have experienced it in the last 20 years, so the references to the future have a bit of context for you. As you know, these programs do not come before your subcommittee and, therefore, may not be as familiar to you.

The first problem we have worked a good bit on in the educational community is the whole problem of supporting a capacity for advanced foreign area research. If we look at the picture for this, we have to note that the guidelines of title VI of the National Defense Education Act expressly prohibit the use of any title VI funding for the support of the substantive research on foreign areas.

We also have to look at the private sector. Several of your colleagues have been interested in private sector support in this area. Since 1961, the Ford Foundation alone has invested more than $306 million in support of international studies in this country. From 1960 through 1970, the foundation committed $22 million per year on the average. This is higher than the Federal Government ever appropriated in the heydays of title VI. The foundation presently projects about $3 to $4 million for these functions.

Private corporate philanthropy in the overall area of international education, research, and exchange represents less than 2 percent of all gifts and grants given by this sector of U.S. corporate giving. The Federal Government support in the years 1962 to 1978, the Arms Control and Disarmament Agency obligated a total of $47.5 million to external research. Of this, only $6.2 million was granted to educational institutions or, put alternatively, 85 of 687 such grants.

In addition, the instability of funding to educational institutions must be noted. Some years there was funding, some years there was not, until 1970 when it was overtaken by the Agency for International Development, the Department of Defense led the list of Federal agencies supporting international affairs research. Defense Department expenditures have declined from $13.1 million in 1967 to $3.6 million in 1977.

The Bureau of Intelligence and Research received a 1978 budget allocation of only $1.5 million, giving the State Department one of the smallest R. & D. budgets of any Federal agency.

Overall, the decrease in research funding by Federal agency programs has been dramatic, from $40.6 million from 26 departments in 1967 to $32.6 million from 20 departments in 1976. In real dollars the decrease is not 19.7 percent, but represents a 52 percent loss. While total Federal obligations for research and development for 1977 totaled $24.7 billion, scarcely $29.1 million was invested in research on foreign areas or international issues in 1974.

Let me now move to title VI of the National Defense Education Act, which, as you know, supports the language and area centers and programs, fellowships, and some research geared to pedagogical questions in the field, and has experienced roller-coaster ups and downs of support in its chaotic 20-year history.

This is very difficult for the infrastructural programs because, as the GAO report pointed out, title VI funding represents only about 10 to 20 percent of the funding that supports these centers, 80 to 90 percent of the funding is general locally generated. One cannot cope with that kind of up and down of support. These funds are crucial for special library functions and language studies.

I have provided a chart which looks like the Metro system as proposed for Northwest Washington. That is why I am in international education and not an art major. The basic point on this chart is to consider the absolute inverse relationships between congressional support and administrative budget.

Indeed, since approximately 1970, it has been the Congress that has maintained the program and protected it; indeed, from extinction. So that the willingness to support rhetorically the program in the administration without the corresponding requests is a fact that could be documented.

Mr. Fascell. Dr. Berry, come back.

Ms. Hayden. They always leave when it gets tough.

Title VI of the National Defense Education Act, therefore, in constant dollars, is not $15 million, it's $8 million. The support represents only 0.002 percent of OE's budget. It's in a steady state relationship with a field now which is growing, and a field which has a lot of claimants with legitimate claims to the money, so the question asked is: given the same $15 million how are you all going to divide it up, which puts us in a very Hobbesian universe, indeed; our fellowships have dropped from over 2,500 in 1967 to 800 in 1977. The number of language and area centers recommended fell from 107 in 1972 to 80 in 1977.

Whole segments of the higher education community, most notably smaller, private colleges, State colleges and universities and community and junior colleges receive little or no international education support whatsoever from the Federal Government. It is not our intention to argue to the powers that be that only the status quo is important, and new claimants don't have a claim to the resources. They surely do.

Finally, no funds were granted under section 603 of the National Defense Education Act. These funds would support adult and continuing education programs and primary and secondary education programs. No funds were requested for this section in the last fiscal year, despite the stated priority given to global education by the current Commissioner who tried very hard, but without success, to convince his own planners and Office of Management and Budget that international education had a place in that agency.

As you well know, finally, the International Education Act of 1966 has never been funded.

What can we say about some thoughts on the future role and future coordination?

I entitle this section in the statement looking for loopholes because I am reminded of the fact when W. C. Fields was in his last dying days and sitting on the front porch in a nursing home rocking back and forth, a friend came up and said, "What are you reading?"

He said. "the Bible".

His friend said, "Bill, are you giving up in the face of all this adversity, and are you finally coming to terms with this?"

W. C. Fields said, "No".

His friend said, "Well, what are you doing reading the Bible?"

W. C. Fields said, "Looking for loopholes".

So this section is entitled, "Looking for Loopholes" because we are well aware that the mood of the times, the shrinking capacity of the Federal purse, the nature of the constituencies involved, and the constitutional prerogative of local determination of education programs all mitigate against grand Federal schemes. The Federal Government is no Messiah which will lead us out of the parochial desert and into the promised land of global enlightenment. Indeed, that is not what we are seeking.

Much can be accomplished if:

First, our leadership is willing to legitimize the objective. The President's Commission on Foreign Language and International Studies, a child of Helsinki, is just such a step to stimulate public awareness and fresh initiatives; second, our communications experts can design dissemination networks so that innovations can be diffused more effectively; and third, the administration and the Congress will provide modest, steady funding and interagency coordination so that the many thousands of practitioners can understand where Federal resources reside and can plan programs in the expectation that these will endure at least at modest levels.

Specifically, let me make some recommendations for several agencies. For the U.S. Office of Education, the international activities of USOE should have bureau status and report directly to the Commissioner of Education to assure top policy interest and concern. At present, K–12 or primary and secondary functions, and postsecondary functions are in separate bureaus and, therefore, there is always a boundary problem about where the international programs can fit. As you well know, they should be across all levels of education.

Should a reorganization take place, and should there be a new Department of Education, an International Bureau should be established which reports directly to the Under Secretary. Without structural protection, international education is doomed in a domestic education agency which accords no funding nor policy priority to what it sees as an illegitimate competitor for funds. Without administration support, Labor-HEW Subcommittees are unlikely to be sympathetic to a foreign-affairs-related educational effort. Twenty years of our checkered past can only be projected into 20 years of a checkered future.

In my reading of the two versions of the bill, there is nothing in either the Senate version nor the House version which gives attention to either the priority or structural placement of international education in the new Department. It would be yeoman service if in some way this committee could in floor amendments address this lack.

The fund for the Improvement of Postsecondary Education should support teacher training and other educational innovations in the fields of international education, training and research. Since 1972, of 400 projects and over $50 million of investment, the fund has yet to see change in this critical area. None have been in international education.

The National Institute of Education should undertake a survey of user needs for international education research and dissemination needs. It may be that a separate ERIC Clearinghouse for International Education would meet demands for better information to the field. Education extension agents, as authorized by Congress in 1976, could be outreach leaders to local school districts requesting such services.

A subclearinghouse on global education resources would underpin statewide initiatives such as you may be interested to know exist in States such as North Carolina, Pennsylvania, Michigan and Utah, et cetera. So, this would not be mandated from the Federal Government, but rather the States taking their own initiatives and schools finding a place for information sharing.

Finally, more creative use of the Special Projects Act, section 402 of Public Law 93–380, could foster international perspectives in education programs.

NDEA title VI should be funded at expanded levels so that section 603 activities in teacher inservice training, materials development and other programs in K–12 and adult and continuing education can be undertaken.

Expanded funding, $30 million for fiscal year 1980, would also enable the reinstitution of summer intensive language institutes; the establishment of special foreign language summer camps for high school students; the initiation of mini-institutes for businessmen and Congressmen going abroad; the expansion of research, evaluation, and materials development.

Moving to the International Communication Agency, so that the new agency will become more than the sum of its parts and can meet its dual mandate: "To tell the world about our society and policies * * * and to tell ourselves about the world, so as to enrich our own culture as well as to give us the understanding to deal effectively with problems among nations," much can be accomplished. The question is how the new agency plans to orchestrate its domestic component and put its various "publics" into public diplomacy.

The new agency can develop a data base of returned exchange participants, PVO leaders, and relevant resource persons within the agency to assist in the development of global perspectives in statewide education programs, to serve as resource persons, as lay teachers, and in other related capacities.

The new Agency could contract with a private sector organization if it didn't feel comfortable with an inventorying of these resources. It has this ability, an ability to deepen its ties with a domestic constituency. Also ICA is a unique case through its media and communications links with the rest of the world as it can draw relevant resources from a worldwide base.

The ICA, in cooperation with the Corporation for Public Broadcasting, the Public Broadcasting Service, National Public Radio, and similar media organizations, could identify, on an annual basis, a dozen or so outstanding programs which would be made available to interested viewers throughout the world. The reverse flow of excellent foreign programing to this country represents the natural corollary to the program. Educators, media representatives, and others could be regularly convened to address the matter of distribution of excellent, noncommercial programing, and could, simultaneously, address the real lack of quality foreign affairs, cultural, and other programing available to U.S. viewers through the U.S. broadcast media.

If the new Agency marks an authentic point of departure and a measurable upgrading of educational and cultural exchanges, the status and responsibilities of the cultural affairs officers should be significantly enhanced in the field, in the Embassies in which such officers are assigned.

It might well be that through such creative mechanisms as the Intergovernmental Personnel Act, Adjunct Educational and Cultural Advisers, drawn from the pertinent PVO communities, and prominent artists, writers, musicians, and educators drawn from private life, could serve on a temporary basis as educational and cultural advisers around the world. Such talented individuals could greatly enhance the stature, credibility, and performance of the International Communication Agency and, by extension, the picture others have of this Nation.

We are delighted to learn of the proposed expansion of funding and support that is going to be extended to the ICA to meet its need for credible levels of Federal support.

Finally, in addition to its seven-member Advisory Commission described in the plan, other collaborative mechanisms should be developed as the new Agency moves into its implementation phases. Through such consultation and mutual sharing of ideas, the new Agency which emerges will elicit the support and by example dispel the fears of the NGO, most particularly academic constituencies wishing to assess the full range of the proposed Agency's mission.

Expansion of exchanges should be sought so that journalists and businesses as well as scholars, in particular, have increased international sophistication and competencies.

The new Agency must assist professionals working with foreign students here and American students studying abroad to develop more applied, analytical research tools to enhance cross-cultural programing. Evaluation studies and the dissemination of knowledge about cross-cultural processes are vital, and are not being addressed by any major funding agency.

The Bureau of External Research should be given expanded support and should consider assuming responsibility for section 101 of the International Education Act which would provide infrastructural grant support for centers of advanced foreign area research. Alternatively, the ICA may be interested in this option in the future.

The Agency for International Development is a very interesting case now. Internal efforts at reorganization and redefinition of this Agency's academic links and programs is a welcome initiative. Of particular interest is S. 2420, a bill to develop new development assistance strategies and structures. Agency attention to collaborate vehicles such as 211-D grants and work with the title XII and BIFAD is strongly supported by the academic community.

The National Endowment for the Humanities which, in its own quiet way, has emerged as a principal supporter of curricular activities, teacher training, and other innovations in global education represents the single largest advance in creative Federal policy for some time.

The division of educational programs and the division of research have funded valuable, replicable efforts to deepen the humanities aspects and foreign language aspects of public education. Such efforts should be described, disseminated, and encouraged in the future so as to realize more fully the valuable contributions of the endowment to global education.

Finally, with respect to a point you have been making continually in these hearings, coordination. There are approximately, I don't know, 45 Federal agencies that have very substantial tongs and very substantial pies across a range of issues. Our office prepared a compendium of support for international education programs, exchange, scholarship, listing 45 programs in 23 agencies. It's terribly difficult when you are out in the hustings to understand this plethora of programs and understand what access you have to it in terms of both funding and policy development. One would hope there is a natural symbiosis between the field and practitioners and Congress and the agencies.

What we are proposing for consideration, and we have not discussed this extensively, is a Federal Council on International Education Research and Exchange, so that the key agencies could collaborate and avoid duplication, and so that there is a policy nexus combining USOE and ICA functions, a new Federal Council on International Education and Exchange should be established. Such a council would serve as a focal point for congressional and private sector/agency interaction. It could be managed by two executive cosecretaries, one from USOE or a new Department of Education, and one from the ICA. Membership could be expanded to reflect needs, but at a minimum, representatives would be drawn from USOE, ICA, State Department, NEH, NSF, FIPSE, AID, NIE, the Peace Corps and the Smithsonian Institution.

A new Federal council is badly needed given the moribund status of the 1971 Subcommittee on Foreign Affairs Education of the National Security Council's Under Secretary's Committee and the fact that the Federal Interagency Committee on Education is made up of 28 domestic agencies and 12 domestic subcommittees and would not give appropriate attention nor bring the appropriate expertise to bear on the issue.

This is not a criticism of FICE and its legitimate mandate; simply, that a different set of questions and different set of perspectives would be brought to bear in a coordinating mechanism either wholly run by the ICA or in dual conjunction with Education.

Finally, the new Federal Council could set up working groups in subfields, area studies, study abroad, technical assistance, as needs would arise, and could appoint prominent persons drawn from business, academic, and other sectors of public life to serve as resource persons.

Let me conclude then by returning to the larger context. It is easy to agree with Harlan Cleveland when he observes that the key factor in world affairs today is not the succession to Mao in China, nor the price of oil in OPEC land, nor even the size and shape of the Soviet arsenal. The key factor in world affairs is whether and how and to what end the American people decide to get back again in to the business of world leadership, in the service of new global tasks with a much different style from those of yesteryear.

By supporting and coordinating modest, creative Federal programs across a range of mission agencies, the Congress can join with the many thousands of educators and businessmen and scientists and farmers and clergy and labor leaders who work in various aspects of education, research and exchange and who demonstrate that the future of international education is now, that global interdependencies are not merely rhetorical, but are startlingly real.

Thank you for your kind and patient attention.

[Mrs. Hayden's prepared statement follows:]

Prepared Statement of Rose L. Hayden, Director, Division of International Educational Relations, American Council on Education

THE FUTURE OF INTERNATIONAL EDUCATION: DESIGNING A FEDERAL PARTNERSHIP

I. The way we are

Rumor has it that a small-town reporter for a local newspaper in Michigan was given the assignment of covering a monthly meeting of the school board. This particular session, however, was more than routine, since the local school district had, after much correspondence, secured a guest speaker all the way from the state capital.

The distinguished guest began his speech with: "As you know, I've been around a good bit. I've made speeches up in Marquette and down in Livonia. I've been to Grand Rapids and Fowlerville and up in Clare. I've been to meetings in Lansing and Detroit, too, of course. And one thing I've learned: people are pretty much the same the world over!"

People are not pretty much the same the world over, and, perversely enough, have absolutely no desire to be melted down into one vast human cultural alloy. The world is increasingly polycentric, multicultural and fragile. Despite repeated reminders that we are so interconnected that a global short circuit could fry all of us, Americans have been curiously negligent in facing up to the international facts of life. Our leadership is similarly perplexed.

After all, recognizing our global interdependence is, politically and psychologically, a tricky business. It is also a necessary business, for if, as a nation, we cannot cope with interdependence and domestic cultural pluralism, we face a very checkered future indeed.

Let me share with you some surprising facts, first about the way we are, then about educational responses to these realities:

The United States of America is the fourth largest Spanish-speaking nation in the world. One third of its population growth today depends on immigration . . . and this figure discounts the 8–10-million-person presence of illegal aliens. One of every fifty Americans is foreign born.

There are 156 sovereign nation states on the planet Earth, investing over $350 billion dollars in armaments.

U.S. agricultural exports totalled over $20 billion dollars for the fifth consecutive year. One in six Americans owes his or her employment to foreign trade.

Direct foreign investment increased 50 percent in the period 1973–1976 to a new total of over $30 billion dollars. Strange as it may seem, the Bantam Book you read, the Keebler chocolate chip cookie you nibble, even the "plop, plop, fizz fizz" Alka-Seltzer tablet you consume all have one basic thing in common—they are the products of foreign-owned companies.

One-fourth of each new U.S. dollar of direct investment goes abroad.

II. The reluctant educator

Overall what has been the response of the American education and other systems to the challenge of preparing citizens for effective coping in an interconnected new world? It has been underwhelming.

Less than 1 percent of the college-aged group in the U.S. is enrolled in any courses which specifically feature international issues or areas.

Only about 1 percent of college and university faculty members are abroad each year. Of this number, only 0.01 percent are sponsored under the auspices of the Fulbright-Hays exchange program, whose funding has eroded by fully 30 percent in constant dollars in the last decade alone.

Foreign language enrollments at all levels have dropped. Thus, of this year's high school graduates, fewer than 2 percent have any foreign language competence. University enrollments are off fully 30 percent in the past seven years alone in several basic languages, notably German and French.

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Clearly, the way we were and the way we are in education in this nation is not the way we must be. As Paul Valery noted: "The trouble with our times is that the future is not what it used to be." Fortunately, many positive programs are already under way at all levels of education to address the ambitious, yet necessary education agenda before us.

In brief, this nation requires (1) a cadre of experts about other peoples and cultures, (2) professionals in business and government capable of successfully transacting transnational negotiations in a very contentious world, (3) scientists and technicians able to share and extend the frontiers of human knowledge on a worldwide basis, and (4) citizens knowledgeable enough about world affairs to support tough leadership decisions and capable of responsible participation in a democratic society. A global perspective, vocational skills, and cross-cultural effectiveness must be hallmarks of American citizenship in the coming decades.

III. An open moment or an insurmountable opportunity: getting there from here

Numerous tribes inhabit the headwaters of international education. These groups represent a rich national resource. To understand more fully the options for the future of international education, a cursory glance at these functional sub-sets of international education is important, especially in light of the fact that some of these tribes have already made contact with the Great Federal Father in Washington, and have not come away smiling.

Principal groupings include scientists who collaborate in transnational research networks; development specialists whose technical assistance and institution-building projects exist on all continents; managers of study abroad programs; foreign student advisors; foreign language professors; area studies experts; international relations and advanced foreign area research scholars; topical problem specialists (energy, population, etc.); comparativists; teacher trainers and public school, K–12 education professionals; and professors from professional school faculties such as business, medicine, law, agriculture, home economics, and the like.

Some of these groups have had a long history of federal support while others have enjoyed no such moments in the sun. While the National Science Foundation, the Smithsonian, the National Institutes of Health and a raft of other agencies have sponsored individual research and exchanges, the principal focus of the following synopsis will be the federal response to training language and area specialists and supporting advanced foreign area research and to preparing today's school children for the global future that is already upon us. In sum, the focus is on institutional, infrastructural aid.

Academic centers of advanced research on foreign societies and other topics of interstate relations have traditionally depended upon two basic sources of support: the home institution and the foundations. While there is an existing grant program of federal support for centers of instruction in foreign languages and areas, there is none for centers of research. Guidelines for Title VI of the National Defense Education Act expressly prohibit the use of funds to support substantive research on foreign areas and international policies.

Let us look, briefly, at the bleak funding scenario facing this nation's foreign area academic research centers:

Private sector support.—Since 1951, the Ford Foundation alone has invested more than $306 million in support of international studies in this country. From 1960 through 1970, the Foundation committed $22 million per year on the average. Given inflation and uncertain portfolio investment futures, plus competing priorities, the Ford Foundation has sharply cut its U.S. international education support to a projected 1978 level of about $3 to $4 million, much of which will be spent on non-university based programs.

Private corporate philanthropy in the overall area of international education, research and exchange represents less than 2 percent of all gifts and grants given by this sector of U.S. corporate giving.

The Federal government support.—In the years 1962 to 1978, the Arms Control and Disarmanent Agency obligated a total of $47.5 million to external research. Of this, only $6.2 million was granted to educational institutions, or, put alternatively, 85 of 687 such grants. In addition, the instability of funding to educational institutions must be noted. In 1966, $1.3 million was granted to universities in 16 separate actions. Figures for 1971, 1975, and to date in 1978 are zero.

Until 1970, when it was overtaken by the Agency for International Development, the Department of Defense led the list of federal agencies supporting international affairs research. Defense Department expenditures have declined from $13.1 million in 1967, to $3.6 million in 1977.

The Bureau of Intelligence and Research received a 1978 budget allocation of only $1 million giving the State Department one of the smallest R&D budgets of any federal agency.

Overall, the decrease in research funding by federal agency programs has been dramatic, from $40.6 million from 26 departments in 1967, to $32.6 million from 20 departments in 1976. In real dollars, the decrease is not 19.7 percent, but represents a 52 percent loss. While total federal obligations for research and development of 1977 totaled $24.7 billion scarcely $29.1 million was invested in research on foreign areas or international issues in 1974.

Title VI of the National Defense Education Act, which supports the language and area centers and programs, fellowships, and some research geared to pedagogical questions in the field, has experienced roller-coaster ups and downs of support in its chaotic 20-year history. The 1978 budget request of $15 million does not equal the program's 1967 appropriation.

In constant dollars, Title VI support has dropped to $8.982 million.

NDEA Title VI support represents only 0.002 percent of USOE's budget.

NDEA Title VI Fellowships have dropped to all-time lows from over 2,557 in 1967 to 800 in 1977.

The number of language and area centers fell from 107 in 1972 to 80 in 1977.

Finally, whole segments of the higher education community, most notably smaller, private colleges, state colleges and universities and community and junior colleges receive little or no international education support whatsoever from the federal government.

Mechanisms for the fuller participation of these institutions in international activities, exchange, technical collaboration and research are badly needed if the full range of our educational resources is to be utilized more effectively in the future.

Public education programs at the primary and secondary levels, plus adult and continuing education programs were not granted any FY 1978 funding by Congress under Section 603 of the National Defense Education Act, Title VI.

The International Education Act of 1966 has never been funded.

IV. Some thoughts on the Federal role: Looking for loopholes

The mood of the times, the shrinking capacity of the federal purse, the nature of the constituencies involved, and the Constitutional prerogative of local determination of educational programs all mitigate against grand federal schemes. The federal government is no Messiah which will lead us out of the parochial desert and into the promised land of global enlightenment. Indeed, that is not what we are seeking. Much can be accomplished if—

First, Our leadership is willing to legitimize the objective. The President's Commission on Foreign Language and International Studies, a child of Helsinki, is just such a step to stimulate public awareness and fresh initiatives.

Second, our communications experts can design dissemination networks so that innovations can be diffused more effectively.

Third, the Administration and the Congress will provide modest, steady funding and inter-Agency coordination so that the many thousands of practitioners can understand where federal resources reside and can plan programs in the expectation that these will endure at least at modest levels.

Specifically, let me make some recommendation for several agencies.

U.S. Office of Education.—The international activities of USOE should have Bureau status and report directly to the Commissioner of Education to assure top policy interest and concern. At present, K–12 and higher education elements of international education are in separate Bureaus. Should reorganization take place, and should there be a new Department of Education, an International Bureau should be established which reports directly to the Under Secretary. Without structural protection, international education is doomed in a domestic education agency which accords no funding nor policy priority to what it sees as an illegitimate competitor for funds. Without Administration support, Labor-HEW Subcommittees are unlikely to be sympathetic to a foreign-affairs-related educational effort.

The Fund for the Improvement of Postsecondary Education should support teacher training and other educational innovations in the fields of international education training and research. Since 1972, of 400 projects and over $50 million of investment, the Fund has yet to seed change in this critical area. None have been in international education.

The National Institute of Education should undertake a survey of user needs for international education research and dissemination needs. It may be that a separate ERIC Clearinghouse for International Education would meet demands for better information to the field. Education Extension Agents, as authorized by Congress in 1976, could be outreach leaders to local school districts requesting such services. A sub-Clearinghouse on Global Education Resources would underpin statewide initiatives such as you may be interested to know, those in North Carolina, Pennsylvania, Michigan and Utah.[1]

More creative use of the Special Projects Act (Sec. 402 of P.L. 93–380) could foster international perspectives in education programs. NDEA Title VI should be funded at expanded levels so that Section 603 activities in teacher in-service training, materials development and other programs in K–12 and adult and continuing education can be undertaken. Expanded funding ($30 million for FY 1980) would also enable the reinstitution of Summer Intensive Language Institutes; the establishment of special foreign language summer camps for high school students; the initiation of mini-institutes for businessmen and Congressmen going abroad; the expansion of research, evaluation and materials development.

Moving to the International Communication Agency.—So that the new Agency will become more than the sum of its parts, and can meet its dual mandate: "to tell the world about our society and policies . . . and to tell ourselves about the world, so as to enrich our own culture as well as to give us the understanding to deal effectively with problems among nations," much can be accomplished. The question is how the new Agency plans to orchestrate its domestic component and put its various "publics" into public diplomacy.

The new Agency can develop a data base of returned exchange participants, PVO leaders, and relevant resource persons within the Agency to assist in the development of global perspectives in state-wide education programs, to serve as resource persons, as lay teachers, and in other related capacities.

The new Agency could contract with a private sector organization. Many waste valuable funds by attempting to create their own duplicative materials. Such a clearinghouse would maintain a registry of all available resources and resource personnel, and would, through the maintenance of one or more toll-free phone lines, provide the "missing link" between teachers and administrators, on the one hand, and available resources on the other. The advantages of having ICA sponsor such a mechanism are two-fold: (1) it would strengthen ICA's ability to carry out the domestic part of its mandate and deepen its ties with its domestic constituency; and (2) ICA, through its media and communications links with the rest of the world could draw relevant resources from a world-wide base.

The International Communication Agency, in cooperation with the Corporation for Public Broadcasting, the Public Broadcasting Service, National Public Radio and similar media organizations, could identify, on an annual basis, a dozen or so outstanding programs which would be made available to interested viewers throughout the world. The reverse flow of excellent foreign programming to this country represents the natural corollary to this program. Educators, media representatives and others could be regularly convened to address the matter of distribution of excellent, non-commercial programming, and could, simultaneously, address the real lack of quality foreign affairs, cultural and other programming available to U.S. viewers through the U.S. broadcast media.

If the new Agency marks an authentic point of departure and a measurable upgrading of educational and cultural exchanges, the status and responsibilities of the Cultural Affairs Officers should be significantly enhanced in the field, in the Embassies in which such officers are assigned. It might well be that through such creative mechanisms as the Intergovernmental Personnel Act, Adjunct Educational and Cultural Advisors, drawn from the pertinent PVO communities, and prominent artists, writers, musicians and educators drawn from private life, could serve on a temporary basis as educational and cultural advisors around the world. Such talented individuals could greatly enhance the stature, credibility and performance of the Agency for International Communication, and by extension, the picture others have of this Nation.

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[1] The Clearinghouse idea also surfaces in the discussion of the new International Communication Agency where a slightly different set of resource information would be potentially available. Clearly, there can be more than one type of clearinghouse, although there should be no duplication.

While efficiency and economy are two key stimuli for any governmental reorganization, the enhanced role of educational and cultural exchanges requires credible levels of federal support. Inflation has severely crippled innovative programming in the last decade. There is a danger that by aggregating complementary USIA/CU budgets, the sum total may obscure the need for additional support for all functions subsumed within the newly aggregated sum. If the Agency is to meet its more ambitious mandate, as outlined in the President's statement, it must be granted the resources to do so.

The question of who makes policy for the Agency is a complicated one, given the nature of the multiple reporting relationships of the Director and Associate Directors. Clarification is needed as to the exact nature of "policy development" as opposed to "policy execution" functions in the new Agency.

In addition to the seven-member Advisory Commission described in the Plan, other collaborative mechanisms should be developed as the new Agency moves into its implementation phases. Through such consultation and mutual sharing of ideas, the new Agency which emerges will elicit the support, and, by example dispel the fears of the NGO, most particularly academic constituencies wishing to assess the full range of the proposed Agency's mission.

Expansion of exchanges should be sought so that journalists and businessmen, as well as scholars in particular, have increased international sophistication and competencies.

The new Agency must assist professionals working with foreign students here and American students studying abroad to develop more applied, analytical research tools to enhance cross-cultural programming. Evaluation studies and the dissemination of knowledge about cross-cultural processes are vital, and are not being addressed by any major funding agency.

The State Department.—The Bureau of External Research should be given expanded support and should consider assuming responsibility for Section 101 of the International Education Act which would provide infrastructural grant support for centers of advanced foreign area research.

The Agency for International Development.—Internal efforts at reorganization and redefinition of this Agency's academic links and programs is a welcome initiative. Of particular interest is S. 2420, a bill to develop new development assistance strategies and structures. Agency attention to collaborative vehicles such as 211–D grants and work with the Title XII and BIFAD is strongly supported by the academic community.

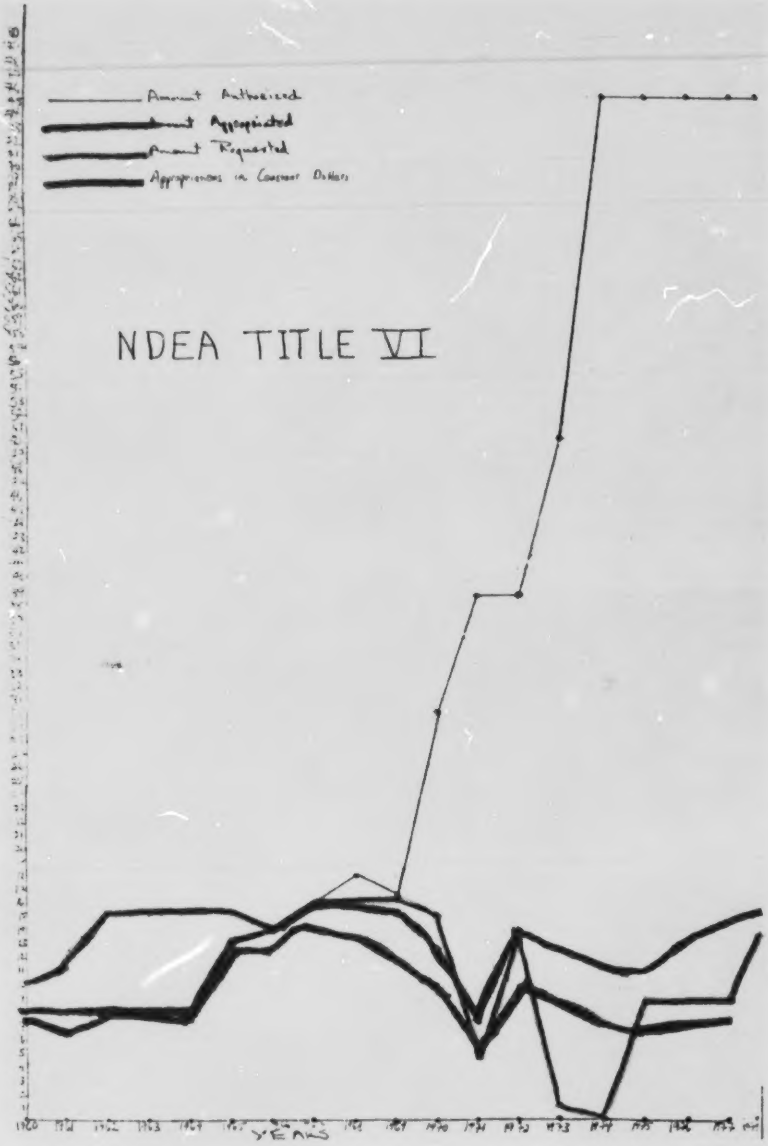
The National Endowment for the Humanities.—In its own quiet way, has emerged as a principal supporter of curricular activities, teacher training, and other innovations in global education represents the single largest advance in creative federal policy for some time. The Division of Educational Programs and the Division of Research have funded valuable, replicable efforts to deepen the humanities aspects and foreign language aspects of public education. Such efforts should be described, disseminated and encouraged in the future so as to realize more fully the valuable contributions of the Endowment to global education.

Federal Council on International Education, Research and Exchange.—So that key agencies collaborate and avoid duplication, and so that there is a policy nexus combining USOE and ICA functions, a new Federal Council on International Education, Research and Exchange should be established. Such a Council would serve as a focal point for Congressional and private sector/Agency interaction. It could be managed by two Executive Co-Secretaries, one from USOE or a new Department of Education and one from the ICA. Membership could be expanded to reflect needs, but at a minimum, representatives would be drawn from USOE, ICA, State Department, NEH, NSF, FIPSE, AID, NIE, the Peace Corps and the Smithsonian Institution. A new Federal Council is badly needed given the moribund status of the 1971 Subcommittee on Foreign Affairs Education of the National Security Council's Under Secretaries Committee and the fact that the Federal Interagency Committee on Education is made up of 28 domestic agencies and 12 domestic subcommittees and would not give appropriate attention nor bring the appropriate expertise to bear on the issue. Finally, the new Federal Council could set up working groups in sub-fields (area studies, study abroad, technical assistance) as needs would arise, and could appoint prominent persons drawn from business, academe, and other sectors of public life to serve as resource persons.

V. Concluding comments

Returning to the larger context, it is easy to argee with Harlan Cleveland when he observes that the key factor in world affairs today is not the succession to Mao in China, nor the price of oil in OPEC land, nor even the size and shape of the Soviet arsenal. The key factor in world affairs is whether, and how, and to what end the American people decide to get back again into the business of world leadership—in the service of new global tasks with a much different style from those of yesteryear.

By supporting and coordinating modest, creative federal programs across a range of mission agencies, the Congress can join with the many thousands of educators and businessmen and scientists and farmers and clergy and labor leaders who work in various aspects of education, research and exchange and who demonstrate that the future of international education is now, that global interdependencies are not merely rhetorical, but are startlingly real.



Mr. Fascell. Dr. Hayden, thank you very much for an excellent and thorough overview on international education and for the specific recommendations which you make.

I have been going along here for quite some time now thinking there was really not much else to do except provide some money to some small programs, and I was kind of disappointed, but fortunately your clarion voice rings loud and clear, and it's a good thing that we have both the institutions and the individual who has focused on this for so long.

Maybe we ought to let the International Education Act expire when it expires and get ICA to do something about it. I don't know what we should do about title VI because it's clear that you have a real difference of philosophy on the approach to the international component of domestic education.

I don't know whether it's style or substance, frankly, but the difference in the testimony between Dr. Berry's approach and your approach is quite clear, and I would not be foolish enough to get into a discussion between editors about which is the best style. But, obviously, if money is any criteria, and it often isn't, we are not doing a heck of a lot. And I am not sure the integrated approach to the subject is really what we need right now. We might need something more alarming from an educator's point of view. I am not sure about that. But we certainly have got to get past clipping newspapers and calling it a current events class and saying that is international education. I don't have an answer to that. I don't know what we are going to do. Competition for money is keen. Maybe your suggestion is the best suggestion on the Department of Education, which is to give international education its own status. But I think they would kill that in the bureaucracy and it would never get off the ground more than anything else would in terms of dollars, because all of the testimony I have heard so far as far as the new DOE is concerned is they want to raise the Federal share of contributions to overall education from 7 percent to 33½ percent.

Other than that, I cannot find any real rationale. They want a secretarial spokesman for the dollar; that is the way I read it, and I am not being derogatory about it. Obviously, a lot of good people have fought a long time to get a Department of Education, and I think they will probably get one. But I sure as heck hope what is involved is a lot more than a structural Federal dollar. God help us if that is all that is involved in a new Department of Education, because it would be a disaster.

On international research, I have been in that fight for a long time. I don't know what we can do about it. I think we are still in the transition between the academic community and the Federal Government about international research. I don't know that anybody can resolve that except the scholars themselves but, obviously, the government is in drastic need of the research, and so is the world community.

I think it has to be open, and I think there obviously is a very real need for applied research in international affairs, and it's legitimate, and we also need the research from a national security standpoint. But I also feel, as obviously you do, there is a great need to extend basic research and that we are not doing much of that. Certainly $1.5 million in the State Department for research and development, is not very much. I think probably their contracts are more than that, but that Bureau just has a small amount.

So you have touched on, as I see it, the very heart and core of the entire problem, which is how do we get proper Federal attention on a very important national need.

Ms. HAYDEN. If I may just make two points: our own thinking is clearly in the development phase. We are faced with a great deal of reorganization, not only the ICA, but a new Department of Education, AID, other reorganizations past and present.

On the question of the testimony by Dr. Berry, I think it's not so much a disagreement because the intentions expressed by Dr. Berry and by that office are very sincere. Some very, very dedicated and extremely hard-working people who have been doing nothing but swim upstream within their own bureaucratic setting and within their own administrative settings have done great service to this field, and they have also stimulated within their capacities innovation. It is just that the record of support and inverse relationships between Congress and the administration on these issues cannot be ignored in the past 20 years, and one can only assume that that good will, being what it is, there is such a turnover of people in policy positions in the agencies and on committees that we need some structural protection for the future, but this is not to impugn the motives of any of the individuals in place.

Mr. FASCELL. No; I didn't gather your testimony did. I just meant she made a point, and perhaps both points are valid, that international education should not be separated out for domestic educational purposes. It ought to be infused in the entire curriculum. That is a nice trick if you can do it. I don't know how you do that.

Ms. HAYDEN. Let me say that time did not permit us, my colleagues, to have really extensive discussion of any of these. If it would be of interest to the committee for us to submit any kinds of further documentation or policy recommendations or have a dialog with you or in a more informal way, we stand ready to do so.

I don't want to give the impression that this statement is solely my own, nor that in the reverse, I am trying to speak for everyone else. A lot of this is my own personal opinion based on a good many years working in this area. Ten other associations have agreed in principle, and again we have not had time to get into the nitty-gritty of each one of these recommendations to support this effort.

Those associations include the American Association of Colleges; the Association of American Universities; the American Association of State Colleges and Universities; the College Entrance Examination Board; the National Association of Foreign Student Affairs; the American Association of Community and Junior Colleges; the Independent Colleges; the National Association of State Universities and the Land Grant Colleges; the Council of Graduate Schools, and Council on International Education Exchange.

So let me say on the one hand, while I did not have the arrogance to purport to speak for them or the nuances of how they would interpret these recommendations to you, their general endorsement of the importance and their gratitude to you and the committee for taking your time to address this issue is very, very real.

Mr. FASCELL. Let me turn that around. It's the committee that ought to express its gratitude to you for helping with these hearings, and for getting additional focus on the whole problem of international education. I don't know what we can do, frankly. I just don't know where we are. Personally I have talked with members on the substantive committees, both legislative and appropriations, and we have gotten some sympathy.

With the kind of organizational support conceptually that exists already it seems to me that we could begin here right now in the process of reorganization, because this is a good time to do it, to get the kind of attention to make the changes that are essential. So, I see a little daylight, but I agree with you, basically, that the picure is rather bleak, and a great deal needs to be done, so we will start out by trying to do it piece by piece.

Let me ask you before we leave, I am a little confused about the operation of the Federal Council which you recommend. With the existing interagency committees, and we have enough of those now, we have a new one which is mandated under the law with ICA, which is going to have a responsibility of coordinating all international educational activities of the Federal Government. I see conflicts. Maybe I am wrong. I hope I am wrong.

Ms. HAYDEN. I think without rhetorical tricks here, the question really has to be studied. There are committees and commissions that are like rabbits, they are very prolific and they have a short lifespan, and they are somewhat the creature of a certain set of individuals and attention waxes and wanes. So there is, you are quite accurate in pointing out potential duplication of effort, potential overlap, potential conflict.

One would hope that the ICA, in preparation for the development of its own interagency communication body, would do a mapping of those principal organizations like FICE that has been mentioned here, and that functional mapping would be fairly specific as to the kinds of outlines of issues addressed and the past history of how they have been addressed and their continuity, because many of these things are on the books and they don't function anymore and then either come up with a mechanism that would fully satisfy this need for coordination or consider a dual responsibility such as the one that we recommend.

Our recommendation could clearly be superseded by an agreement between the major actors here to split the territory between FICE and the new agency's coordinating committee, therefore, obviate the need for any new Federal Council. We don't mean to add to the proliferation of rabbits here in this landscape. But I do feel that some attention has to be given to how these two principal agencies coordinate and bring in a range of the rest of them.

Mr. FASCELL. I agree with that.

Let me ask you now as a layman sitting here listening to all of this, it seems to me the dividing line is very simple with very little overlap. Am I correct in that assessment of the domestic and overseas components of international education? Obviously, there is some overlap, but it seems to me the basic distinction is so clear.

Ms. HAYDEN. The basic distinctions are fairly clear. The fact that occasionally different agencies work with the same actors in the private sector is not to say there is duplication or any conflict. The central coordinating need would be to maintain that lack of duplication and to maintain communication between these agencies and if the new ICA coordinating mechanism can inform effectively of the international activities in education, research and exchange of the National Science Foundation, and NEH and any new Department of Education, et cetera, should it come into being, then no new vehicles would be needed, and I don't think there would be any undue conflict because the different tribes, as I tried to explain them, have different sets of functional donors, and have not crossed swords in the past.

Mr. Fascell. Now, one way to get some attention inside a Department of Education might be to take the new mandate of ICA and expand on it to such an extent they immediately see that as competitive and, therefore, want to upgrade their program. I found there is nothing helps education as much as a little competition for the dollar.

Ms. Hayden. Nothing prompts a marriage proposal more than another ardent suitor.

Mr. Fascell. Is that right? Are you sure that is analogous?

Ms. Hayden. In this case, international education will always be a bridesmaid in the Federal programing sector and never a bride, so perhaps it is.

Mr. Fascell. I find that hard to understand or believe.

Ms. Hayden. Seriously, I do believe that the increased interest even during the reorganization days of the ICA prompted some very serious reexamination on the part of the Department of HEW as to its international education responsibilities, and that it's quite true by expanding and at least honoring that, telling ourselves about the rest of the world mandate, there will be inevitably some attention in the new department as to who is going to be doing what, and this cannot be unhealthy, and it would be good for the new agency.

Mr. Fascell. I don't know what they have planned, but I know that Ambassador Reinhardt is certainly determined to carry out that mandate, and the President has not forgotten about it and Dr. Ilchman does not look like the kind of person who is just going to let it lay around somewhere in a backroom. So, it sounds like we have an interesting proposal. Obviously, neither one can get into curriculum, so I don't see any problem. Now comes the question of who has got the most money and who is the most innovative, and that will be interesting.

ICA might have a leg up because they are going to be able to use mass media. That might be an interesting proposition. So, we are looking with a tremendous amount of interest to see just exactly how ICA will implement their mandate. Since you are so specific about things that need to be done and how they ought to be run, maybe ICA could use a little help from you and your association.

Ms. Hayden. We would be delighted to be of greater service to them, and I am sure we will have as good a relationship with them as we always have had with their predecessors in the past.

Mr. Fascell. In the meantime, as far as title VI is concerned, as I say, I have already talked to some of the actors in that area to see if we cannot get some additional money in the next budget. The academic support which is apparent across the board here needs to be targeted at specific recommendations which everyone can work to implement. That is the way I see it.

Ms. Hayden. The academic role in the whole question of our country's foreign policy, how the various publics in our country relate around the world, is going to be something that is very heartening, and many, many emissaries, both cultural and linguistic and technical assistance, whatever, as we sit here are working very hard around the world. This aspect of academic collaboration in foreign policy with its three basic principal activities being the technical assistance or transfer of technology, the cultural and educational collaborative side, and the more hard-nosed policy interactions on specific issues such as SALT, or the advanced research side about knowledge, about foreign policy issues, are three programs that are terribly important to preserve in this world, and there are many places in the world where people are crying for this kind of collaboration.

I just was privileged enough to do two field studies, one in Tanzania and one in Peru, and I was struck by the fact when I was in Peru, a country which is moving somewhat from the left to a centrist position and anxious to reestablish and develop its academic ties with us, that of 1,322 scholarships offered to Peruvian students by countries around the world, European countries like France and England and Germany offered in the range of about 50 or 60 apiece, the Soviet bloc countries about 112, Holland alone 165.

The number offered by the United States at that particular moment was 15. In other words, our presence or our ability to have a grassroots stimulated presence in a global sense has deteriorated quite a bit, and we are concerned about it.

Mr. FASCELL. Unfortunately, we get that same report just about across the board with respect to all kinds of programs.

Let me ask you this: Do I detect somewhere in all of the testimony that I have here a reluctance to really come to grips with an inventory of the totality of the universe; in other words, of international education in the United States?

Ms. HAYDEN. By inventory——

Mr. FASCELL. In other words, identifying who is in the business and what they are doing, so that if the Federal Government is going to enlarge or change its program to deal with the problem, it and other users would have the benefit of the knowledge.

I cannot for the life of me see what is wrong with that. Yet, I detect somewhere a kind of an undercurrent of feeling that this would not be a good thing. I thought it already existed, as a matter of fact. Does it?

Ms. HAYDEN. I think that informally the networks are fairly vigorous and they do exist.

Mr. FASCELL. You mean we do not have a catalog of all people who are involved in international education in the United States, around the world?

Ms. HAYDEN. No.

STATEMENT OF BECKY H. OWENS, ASSISTANT DIRECTOR, AMERICAN COUNCIL ON EDUCATION

Ms. OWENS. If I can speak to that.

Mr. FASCELL. Yes.

Ms. OWENS. The GAO report went a long way in terms of trying to map that part of the community, with particular respect, if memory serves, to accumulating data on the number of people overseas at any given point in time, both people here and the movement of persons across national lines, and they found there would be little demand for such a roster or such a list; GAO found that the problems in trying to compile a list——

Mr. **Fascell.** Would be more work than it is worth?

Ms. **Owens.** Would be more work than it is worth.

Mr. **Fascell.** That is debatable.

For example, I have been maintaining for some 15 years, we ought to make our Ambassadors do just a little more work with respect to our exchange people. I can see where that is a very useful inventory for them to have. Some Ambassadors have done that, have been extremely effective on followup on people who have been in exchange programs. So was the old USIA.

So it depends again on what you are trying to do. But all I was interested in is not so much the numbers of people who serve abroad for one reason or another, but the agencies, the institutions, and the organizations that are in international education and what they are doing as a general proposition, not the number of people, so we could have a complete understanding of the coverage that we have.

You know it is one thing to say we have Youth for Understanding, the Experiment in International Living, American Field Service, and others. Do we have anybody else? What are their concepts? Are they identical? Do they approach it differently? This is the kind of thing I am talking about.

Ms. **Owens.** There was formerly a directory published by the Bureau of Education and Cultural Affairs, which was somewhat incomplete, but nonetheless one of the most useful rosters of various activities in the exchange area, and I do not know whether ICA plans as update. The State Department published that infrequently, updating it only about every 3 years.

Mr. **Fascell.** I would hope so.

In the AID field, we ran into the same problem as to who is in the business. The previous subcommittee undertook to start that kind of a directory, just simply to see who is in the area and how much money they are spending, where they are operating, so that the Government could lay its programs on top of that with that knowledge, to keep that directory up to date. Then we found, much to our amazement, other people had already beaten us to it, around the world, and there were world directories before we even had one in the United States. So I am sure, since Washington is the repository of all human knowledge, that a directory exists somewhere.

Ms. **Owens.** As it is the repository for paper.

Mr. **Fascell.** It is all on paper. Anyway, it is a small item.

Mr. **Hayden.** I do believe we have a kind of a porridge problem. The porridge would be too cold if we went about it as we know it, but it would be too hot if you had to list everybody who had done anything internationally in his or her lifetime. But there is probably a happy meeting ground in that one could have a networking capacity, sort of either a clearinghouse on clearinghouses or some way to link into the various networks.

Mr. **Fascell.** What does your council do?

Mr. **Hayden.** It may not be much after what I have said today.

Mr. **Fascell.** You think all the snipers will be out to kill you?

Ms. **Hayden.** No; I do not think so.

Mr. **Fascell.** I do not think so either.

Ms. **Hayden.** We have three international pieces in the American Council on Education. The other associations have international program officers. Our three pieces are——

Mr. **Fascell.** Do you want to translate that to start with?

Ms. **Hayden.** Yes; the other associations that I mentioned and others that I did not mention have international officers or people who worry about the international dimensions of a certain kind of institutional program.

Mr. **Fascell.** You pull all of those together, do you?

Ms. **Hayden.** At times, at times.

We have an advisory group that meets to discuss policy issues. Our own American Council on Education has three international parts: One is the Overseas Liaison Committee which works with Africa and the Caribbean and linking institutions in those regions with institutions in the United States; the second is the administrative management of the senior Fulbright program, the Council on International Exchange of Scholars; the third is our office, which—in a structural redoing of our own reorganization under new leadership—has been made a Division of International Education Relations.

Mr. **Fascell.** You mean you followed your own advice and upgraded it?

Ms. **Hayden.** Indeed we did.

Mr. **Fascell.** Pretty smart.

Ms. **Hayden.** Over the past 5 years we have been trying very hard to begin to get a sense of the various communities, because as the gentleman, Dr. Rutherford from the National Science Foundation, said, once you get out a little bit you have pyramids or clusters of people in all areas. They tend to know within their own domains who they are.

We have attempted to coordinate some of the information on who is doing what at the Federal level. It seems to me you have just given us our reason for being, which is to try to get a better assessment of who is where in a workable system that would be useful to Federal policymakers and to Congress.

Mr. **Fascell.** Does the Council get any Federal money?

Ms. **Hayden.** We have gotten some Federal money for a variety of educational services. We have a policy analysis service.

Mr. **Fascell.** Do you have any Government contracts?

Ms. **Owens.** For one thing, ACE does have a contract for the State Department, through ICA, for the management of the senior Fulbright program. This is a difficult area for either Rose or me to speak to.

Mr. **Fascell.** Because you are over in the other division?

Ms. **Owens.** Yes.

Mr. **Fascell.** I was just trying to get a handle on how you are operating. You would not be averse, for example, to contracting out to carry out a specific objective where there is a governmental lien?

Ms. **Owens.** There is precedent for that.

Mr. **Fascell.** That is the main thing.

If somebody says here is $100,000, go out, we want you to establish a directory of international education, break it down by the various categories of who is doing what, and in which aspects, in this field, you would not have any problem with that, would you?

Ms. **Hayden**. I would feel like I had died and gone to heaven. No, we would not have any problem with that. In the past we have convened task forces that have examined questions such as language, the relationship of business and international education, etc. This activity has been supported by very small grants from the previous Bureau of Education and Cultural Affairs from the National Science Foundations for International Development.

Mr. **Fascell**. Have you focused in your own shop on where there might be opportunities for Federal funding to carry out specific objectives in a division of international education?

Ms. **Hayden**. You mean in terms of what a division of international education at the Federal level——

Mr. **Fascell**. No. Just to carry out some activity, either contractually or otherwise, for the Federal Government, or a grant for the Division of International Education, just to do whatever it is that it wants to do.

Ms. **Hayden**. There have been these instances where an agency——

Mr. **Fascell**. You are not in the game of grantsmanship? Everybody else is.

Ms. **Hayden**. Not particularly because I should explain that our office is a policy office and there are other divisions of the Council which are programmatic, as are our own membership, our own institutions. We try not to be, if you will, a filter or an intermediary between the Federal donors and our own member institutions. We are supported largely by the dues that are paid by the 1,500 or so universities that belong to the Council, and by fairly generous support from such foundations as the Ford and Kellogg Foundations.

Mr. **Fascell**. Did the Council take a position on the Department of Education?

Ms. **Hayden**. That is not——

Ms. **Owens**. The Council has taken a position neither in support nor in opposition to the Department, typically. The fence we are sitting on is that the position of higher education in general needs to increase, since even within the OE, as we know it now, the governmental part of it is——

Mr. **Fascell**. How about specific pieces from other agencies going to the new Department?

Ms. **Owens**. I do not think the Council is in favor of it. it is not in favor I know of the science education programs being absorbed by the new agency.

Mr. **Fascell**. But they did not go on record.

Ms. **Owens**. I can, if you are interested, share with you the statement——

Mr. **Fascell**. I am just curious.

Ms. **Owens**. They have prepared testimony before both the Senate and House Government Operations Committees.

Mr. **Fascell**. I was curious. I was not being critical. There are a lot of reasons why you cannot take a political position on legislation if you are doing other things. Besides that, you are not lobbying, you are not registered as a lobbyist.

Ms. Hayden. We would not think of it.

Mr. Fascell. While we are talking about that——

Ms. Hayden. One fact about the Council that I think deserves mention is that ACE is a very unique kind of organization. It is an umbrella organization and one of the reasons for the difficulty of making a final determination on the matter of the Department of Education is that it is our responsibility, No. 1, not to act as an interference screen between our own membership and the Federal Government and, No. 2, to respect the diversity of opinion among the other associations.

We, as the umbrella organization, are compelled and, in fact, expect to work with a range of other associations whose viewpoints will at times differ. This is just testimony I think to the diversity of the types of institutions and their respective points of view on an issue, and not testimony to our own weakness. It results in our own honest attempt to come before you with a position that is representative.

Mr. Fascell. Since you have been so helpful with the hearings in this committee, do you suppose that you could get some people over on the Senate side to hold some hearings on the whole question of international education?

Ms. Hayden. I think we would be prepared to do that, and I think the record of these hearings is sufficiently lively and interesting enough, inviting enough to the Senate that they would be interested now in looking at these hearings and building on them.

Mr. Fascell. I do not know about looking at these hearings, I have never known the Senate to do that. But they might be interested in going out on their own. It ought to be worth exploring at this particular time, sometime before all of the bills get over there and get bogged down.

So that is something that I would certainly be interested in seeing happen over there. I will talk to my counterparts. We will be in conference now all the rest of the week on a variety of bills, so I will be talking to these members also.

Ms. Hayden. Again, if we can be useful—the "we" is a collective we as I explained—we would be certainly willing to do what we can do.

Mr. Fascell. Well, thank you very much, you and Ms. Owens. We appreciate it.

[Whereupon, at 12:45 p.m., the subcommittee adjourned.]

APPENDIX

ADDITIONAL STATEMENTS AND LETTERS

STATEMENT OF ERNEST L. BOYER, U.S. COMMISSIONER OF EDUCATION, U.S. OFFICE OF EDUCATION, DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE

Mr. Chairman and Members of the Subcommittee:

I am most pleased to make this statement of my views on international education. Dr. Mary Berry, Assistant Secretary for Education, in her statement before your Subcommittee has reviewed the programs in the Education Division of the Department of Health, Education, and Welfare which touch on international education, so I will confine my comments to my view of the issues and the types of actions I am taking or plan to encourage.

I would first like to step back a moment and reflect on where we've been in international education.

--After World War II, American colleges and universities responded magnificantly to the call of others throughout the world.

--Our leadership was full blown and optimistic.

--With our Marshall Plan, with our Fulbright Exchange Program, we confidently moved across the international landscape.

--We exported academic talent all around the world.

--We lavished our resources on countries we judged to be less fortunate.

--We all felt a surge of humanitarian concern for those beyond our own piece of turf.

--There was even a dash of euphoria over the prospect of what the American genius and generosity could accomplish for the world--and there was considerable success.

* * *

Then in the late 1950's--just 20 years ago--Sputnik traveled into orbit.

--The Soviets electrified the planet with their 184-pound object in the sky, and Americans were both angry and afraid.

--Our response was urgent and specific.

--The National Defense Education Act was passed by Congress. The race for technical superiority in space was on and our own international moves during that stimulating period--were being fed by pride and fear and competition.

* * *

Then came the 1960s and our international attitudes took yet another turn.

--We were savaged by the tragedy of Vietnam, and we gloomily turned inward once again.

--Internationalism almost became a naughty word.

--And the International Education Act of 1966--which offered so much hope for all of us--was never funded.

But I believe that--once again--there are changes in the wind.

--There is a new sense of urgency.

The harsh truth is that the human race continues to expand at a rate of 200,000 people every day.

--That's 73 million more people every year.

--Every day more than 800 million people face gnawing hunger, living literally from hand to mouth.

--Tensions and competition over the precious and finite resources of the world grow more and more acute.

American industry, for example, is almost wholly dependent on foreign sources for chromium, cobalt, bauxite, manganese and tin.

Forty to 95 percent of our precious metals are imported minerals from Third World countries.

About one-third of the profits of American corporations come from their exports or from foreign investment.

One out of every six factory workers in this country is making something for export, and two million Americans owe their employment to foreign trade.

The point is this:

The explosions of science and technology--in recent years--have broken the traditional insulators of time and space.

And we face--today--an agenda unheard of--when I was a college student 30 years ago.

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Today we are confronted by such simple--yet monumental--questions as:

--Where will we get our food, and how can it be appropriately distributed?

--What about our energy supply, and how can it be equitably shared?

--How can we reduce the poisons in the atmosphere?

--Can we have a proper balance between population and the life-support system of this planet Earth?

--And how can we live together, with civility, in a climate of constraint?

These are the transcendent issues which we must begin to think about and begin talk about with great care. And yet the harsh truth is that most of us are still woefully ignorant of our planet earth and most of us woefully self-centered--in our daily practice.

A recent national survey revealed that:

--Even after President Carter's television speech on energy, only half the public, 52 percent, knows that America must import oil to satisfy its energy demands.

--And, of these, only one-third (or 17 percent of all adults) has an accurate idea of how much petroleum the U.S. must import--42 percent in 1976.

--Today, less than 1 percent of the college-age group is enrolled in any course which specifically features contemporary international issues.

--And fewer than 2 percent of this year's high school graduates has competence in any foreign language.

--College enrollments in foreign languages are off fully 30 percent in the past seven years.

--Fewer than 5 percent of the teachers trained today have any exposure whatever to intercultural courses in their work for certification.

--Fifty percent of the 12th graders tested could not choose correctly an Arab country from among four choices.

--And fully 40 percent of the 12th graders thought that Golda Meir rather than Anwar el-Sadat was President of Egypt.

* * *

I read sometime back in the morning paper that University of California scientists now conclude that the earth's ozone band is being harmed by aerosal spray and other contaminants at twice the rate than had been earlier predicted.

It was symbolic of our time--I thought--that this important--perhaps life or death--story was reported in a single paragraph buried deep in section II of the morning paper.

Environmentalists are fond of talking of the vulnerability of our ecosystem. But we are now beginning to discover that it is our own life system which may be most fragile and most threatened. As Lewis Thomas writes in his remarkable book The Lives of a Cell:

> "...it is illusion, Thomas said, to think that there is anything fragile about the life of earth: surely this is the roughest membrane imaginable in the universe...We--the human species--are vulnerable as cilia."

For educators, the point of all of this seems absolutely clear, absolutely clear to me.

I'm convinced that education must begin to focus on a new curriculum, one that gives us a clear vision of the unity of our world in a social and in a physical sense as well.

I'm convinced it's time to teach our students that all of our actions on this planet, physical or social, are intimately interwoven and irrevocably interlocked.

* * *

I want you to know that, in the days ahead, the United State Office of Education will give an urgent new push to the priority of institutionalizing international education.

We plan to support global perspectives projects as part of the core curriculum.

Further, I have established in OE a Global Perspectives Task Force with membership from the Office of Education, the National Institute of Education, and beyond.

--Our goal is to coordinate HEW's international education efforts and build linkages between HEW and other Federal departments concerned with world affairs.

Third, we intend to rebuild our own Foreign Language and Area Studies program--a program which soon will be buttressed by the work of a Presidential panel.

Also, it is more than a symbolic gesture that the U.S. Office of Education sponsored this spring a convocation honoring Senator William Fulbright for his vision in founding the dramatic Fulbright Exchange Program over 30 years ago.

* * *

One other point. The frequent provincialism of American students is often reinforced by the inadequate vision of their teachers. Bold, new approaches are also needed to come to grips with this deficiency.

I am proposing, therefore, that we seek funding for in-service teacher education programs, including conferences, workshops, and summer seminars to support the teaching of global perspectives at every level.

* * *

In summary, then, I believe American schools and colleges must increasingly underscore what we have in common and hope in common.

In essence, I am convinced that education must lead the search for a new core curriculum which I believe must grow out of our recognition of mankind's interdependence. We must rediscover those threads of common experience and common perception that bind people one to another, whatever their race, religion, color or political preference.

This obviously implies a partial retreat from the curriculum-cafeteria approach to dishing up knowledge.

Let me make clear that I am not advocating educational conformity. Diversity is essential. Students must be free to pursue their basic interests and develop their unique aptitudes.

Yet it is at least equally as important that students also move beyond their own narrow interests to gain a broader perspective, and to understand how their origins, needs and desires are inextricably linked to the origins, needs and desires of their fellow man.

My point is simply this: a curriculum that implies that students have little or nothing in common is as surely flawed as one suggesting that all students are alike.

The key to developing the new core curriculum I envision lies in identifying that body of knowledge and universal experience through which mankind's links are forged. Three suggestions come to mind.

First, all members of the human race share a common heritage. And none of us can truly be said to be educated unless we understand how that heritage propelled humankind towards its present state. If our schools and colleges fail to keep the past alive and to chart the course of human aspirations and gains through the ages--if we are not required, in short, to confront our common heritage--we will have lost not only our past but the only valid maps to our future as well.

"Life," said Soren Kierkegaard, "must be lived forwards, but can only be understood backwards."

I am proposing neither a slapdash survey course, nor a breathless sprint through history. Rather, the goal would be to study a few seminal events with extraordinary care, to expose these events, and thus our own ideas, to scrutiny from a variety of perspectives, and to gain real insight into their effect on the shape of our world.

Mankind's commonality could be illuminated, for example, if we viewed past events from the vantage point of black people, or of women, or of non-Western cultures. A look at the Vietnam War from such varied perspectives surely would yield insights into human commonality, as well as into the awful results of human divisiveness.

The second component of a new core curriculum would focus on the challenges of our common present. While probing the past for guideposts to our commonality, we ignore at our own peril the crucial common experiences of our contemporary world.

For example, communication is a process that binds humans together. We consistently are sending and receiving messages. All students should know the derivations of language, perceive the use and misuse of symbols, and understand that words are but one means of communication, along with music, mathematics, and computers.

Laying such a foundation, I am convinced, would lend powerful impetus to the desire of students to master the languages and histories of other cultures. And it would further result in expanding our citizenry's understanding and appreciation of the vitality and beauty of cultures we have for too long ignored or excoriated as alien.

Examining our common present also would require that students be taught the derivation and function of the institutions that we take for granted; such as banks, legislatures, clubs and local school boards.

Moreover, schools and colleges should relate more closely what they teach to the present-day world of work in which students will find themselves. I am convinced that American education, largely from fear of embracing vocational education at the expense of academic endeavor, has for too long failed to connect education to work, and work to living. Education should help students understand that our work defines us as clearly as does our appearance, or our education, or our nationality.

Finally, I believe the new common core curriculum should respond not only to the past and present, but to the future as well. For the truth is that there is no sharp distinction between the future and the present and the past, and educators all too often have failed to focus on this essential fact. We need to study the future systematically not just to understand how tomorrow is being shaped today, but also to speculate about the quality of our future life.

Robert Heilbronner, in his volume "The Human Prospect," observes:

> "There is a question in the air, a question so disturbing that I would hesitate to ask it aloud did I not believe it existed unvoiced in the minds of many."

The question is: "Is there hope for man?"

I am not suggesting that our views of the future need necessarily be apocalyptic. But I do believe we need a core curriculum which looks at the heritage we share, reflects on fundamental common experiences of present, and then focuses on those future alternatives which in countless separate and unsuspected ways are being shaped today.

I believe we are at a pivotal time in human history, and our new educational assignments should be approached with a sense of urgency.

We must begin, now, to think and talk about a world where hard choices must be made, where basic human values must be better understood and more widely shared, and where our decisions must be shared by our commitment to the future and not just by today's selfish satisfactions.

We must now search for new ways and means to span the cultural, social and political gaps that divide us as nations, and as human beings.

As it has always been, the effort to unite mankind in common cause will be agonizingly difficult, seemingly endless, fraught with frustration and absolutely crucial to mankind's survival.

Education that teaches us to celebrate rather than condemn cultural diversity; to understand rather than undermine differing traditions and beliefs; to respect rather than revile mankind's infinite societal variations--such education may not be enough to preserve man's precarious perch on planet Earth, but surely the educational effort must be made.

To build this new common core knowledge of other cultures is not enough.

--Intellectual understanding is not enough.

--The missing link is attitudinal.

As President Sadat has observed, "the misunderstandings between (his) country and Israel are seventy percent psychological." That is, seventy percent a state of mind.

Somehow we must overcome the barriers of the mind.

* * *

A decade ago Arnold Toynbee observed that we have conquered nature and that now our great unfinished task is to conquer self.

- --He said that humanity is our more formidable enemy today.
- --We ourselves are more formidable than wild beasts, our oldest foe; and more formidable than disease, which, for the most part, we can now control.
- --The time has come, Toynbee said, for humanity as a whole to unite against the common enemy in itself.

Toynbee concluded by suggesting that:

- --The great irony of our time is that humanity may be destroyed, not by its madness, but by its carelessness--by its wanton disregard for its special relationship to the planet Earth.

* * *

Earlier this year, United Nations official Robert Muller noted

- --that a child born today into a world of four billion people will, if he attains age 60, be sharing the earth with three times as many human beings.

In a monograph published by the World Affairs Council of Philadelphia, Muller went on to say that:

> "A child born today...will be both an actor and a beneficiary or a victim in a total world fabric, and he may rightly ask:
>
> > "Why was I not warned? Why was I not better educated? Why did my teachers not tell me about these problems and indicate my behavior as a member of an interdependent human race?'"

Teachers increasingly have an obligation to educate, not just about the past and not just about the present but about the future, too. These 3 in combination represent the common core.

* * *

One final note. American colleges and universities not only have a special obligation to educate our students and train our teachers; we also have a special obligation to build bridges in the field of scholarship and in the arts as well--a world-wide community.

Just over a year and a half ago in my former role as Chancellor of the State University of New York, I sat in the rector's office at Moscow State University. There we signed an agreement initiating the first university-to-university exchange of faculty and graduate students between an American and a Soviet institution of higher learning. This agreement expanded SUNY's Soviet agreement which began in 1974 when the first undergraduate exchange program was formalized.

Then, a few weeks after Moscow, I was in Haifa to sign an agreement with the presidents of the seven Israeli universities to promote faculty and student exchanges as well as collaborative research.

--This agreement represented the first time a network of all the Israeli universities had joined together in an international exchange agreement with another American multi-campus university.

These were modest steps, of course; but even so, they were steps in the right direction--bringing us together as scholars and as fellow human beings.

In concluding these remarks I am reminded of yet a third experience in the recent past.

--Over 3 years ago--I traveled to the Soviet Union with the Children's Theater Company from SUNY, Albany.

--Opening night--Wizard of Oz--in English.

--Curtain call "somewhere over the rainbow"--in Russian.

--Darkened room--usher was softly crying.

I was deeply moved. And for one fleeting moment I sensed the spirit of the poem written by Archibald MacLeish after man had first traveled into space.

* * *

MacLeish wrote, "To see the Earth as it truly is, small and blue--beautiful in that eternal silence where it floats--is to see ourselves as riders on the Earth together--brothers--

We do not yet know that we are truly brothers and truly sisters.

And yet I'm confident that as we better educate ourselves and make more sensitive the human spirit, we will indeed make our future more secure and prevent this angry, frightening world from self-destruction.

LETTER AND STATEMENT OF CHARLES W. BRAY III, OFFICE OF DIRECTOR, INTERNATIONAL COMMUNICATION AGENCY

International Communication Agency

United States of America
Washington, D.C. 20547

Office of the Director

September 6, 1978

Dear Mr. Chairman:

I am pleased to reply to your letter of July 19 to Director Reinhardt in which you requested answers to a list of questions relating to the hearings on "The Future of International Education."

The answers are enclosed, and would have been provided more promptly but for the absences of key contributors to them in recent weeks. I welcome the opportunity to provide this information and assure you of this Agency's readiness to assist in any way further which may be helpful.

Sincerely,

Charles W. Bray III
Acting Director

The Honorable
Dante B. Fascell, Chairman
Subcommittee on International
  Operations
Committee on International Relations
House of Representatives

1. What do you see as the primary difficulties in creating a useful data system tracking this country's international exchange and training activities?

The International Communication Agency considers it very difficult to obtain information on the self-supported or privately funded student exchange participants. The number of Americans traveling abroad on private funds is so large that it is impossible to track their activities.

Agencies of the United States Government offer an accessible data source on federally conducted exchange programs, but again there are difficulties in obtaining current and complete information. This was the experience of the Bureau of Educational and Cultural Affairs in the Department of State, which undertook a comprehensive data collection project in 1971-72. The Department had the mandate of the National Security Council's Under Secretaries Committee for "responsibility and authority to develop and operate a central information system on exchanges and to levy requirements to collect exchange program information from all agencies." At that time data on some 55,000 exchangees were collected, computerized and processed to support the study. However, information furnished by the agencies did not uniformly include complete statistics for the period covered (Fiscal Years 1968 and 1970). Hence, in the final report to the NSC the data were described as "partial, sketchy, and undefined."

According to the report of the General Accounting Office titled Coordination of International Exchange and Training Programs--Opportunities and Limitations, a data bank would not be used extensively. "Our survey of public and private agencies confirmed that few, if any, potential users of such a data system--donors, conduits, clearinghouses, or recipients--would find more than marginal uses for it in their planning and programming." Costs of establishing a data collection and processing system today appear to outweigh the effectiveness of installing such a system, particularly in the light of the continued inflationary spiral.

2. Would partial funding by private groups such as universities and/or private foundations be a feasible way of increasing the level of remuneration under the Fulbright-Hays program and thus the growth of non-academic participants?

The International Communication Agency is already widely utilizing the resources of universities, private foundations, and other groups to assist both academic and non-academic grantees. This is a standing practice in the program and is essential as inflationary trends cut deeply into available government funds.

Many universities in the United States provide research or teaching assistantships to senior foreign scholars and graduate students, and remit tuition and related fees for grantees. Universities abroad are likewise providing partial stipends and/or travel assistance to many American lecturers and do not require tuition payments of American student grantees. The major research program with the Soviet Union and Eastern Europe is funded in part by the Ford Foundation, and similar private foundations in Africa and Asia.

In the non-academic area, many of our programs are funded on a "matching" or "contributing" fund basis. Thus, for instance, we have provided private funding for specialized non-academic exchanges through such organizations as Sister Cities International, the United States Conference of Mayors, the United States Youth Council Labor Program and others.

There is no uniformity of private assistance, however, and this is part of the problem. Another stems from the fact that available funds, from both ICA and private groups, are still very limited and need to be spread over many countries. ICA is always seeking additional means of support to program development and welcomes assistance from private organizations when available.

3. In response to our request in the report accompanying the FY 1979 Foreign Relations Authorization Act, the Department of State reviewed its current international exchange programs. It noted the slow growth of non-academic participants and indicated two reasons for this phenomenon: first, the level of remuneration under the Fulbright program is too small to attract highly paid and accomplished professionals

to an overseas program for an academic year; and second, it has been difficult to convince business and professional firms of the value and possible benefits that might accrue from absenting a staff member for an extended period overseas. Do you agree with these points? Have you developed any solutions to these problems?

The increased involvement of non-academic professionals in the Fulbright-Hays program continues to be our goal. We are trying to accomplish this through the increased use of short-term grants--from a few weeks to a semester. There are limitations, however, on the use of this type of grant. First, the short-term grant is more expensive than the usual lecturer grant. Second, it is more difficult for some foreign universities to utilize effectively the short-term participant because this type of grantee does not easily fit into the academic schedules or curriculum of these institutions.

In other ways, however, non-academics have become involved in ICA educational exchange activities. Many experts in management, public administration, the arts, and literature have traveled to all geographic areas to speak to and exchange views with foreign counterparts and serve as consultants. The International Communication Agency is also contributing to the global education of non-academic American travelers through modest grants-in-aid to such organizations as Sister Cities International, Partners of the Americas, Future Farmers of America, and other non-academic programs exchanging persons of all ages and from all walks of life. We have encouraged the academic and non-academic activities of other Federal agencies as well as private organizations and we will continue to do so in the future.

4. Is there a need for increased data sharing and coordination among governmental, public, and private groups? Could EVIS be expanded to meet such a need?

There is a need for increased sharing of information among governmental, public, and private groups. Whether an effort to meet this need should be based on a computerized data system is dubious. The General Accounting Office explored the question in its report entitled, Coordination of International Exchange and Training Programs--Opportunities and Limitations, and it concluded that the problems of interagency coordination "appear resolvable by simpler means." Exchanging information on program objectives, plans, actual exchanges, and specific problems could be of assistance in the development of cooperative relationships among all sectors described.

We would not suggest that the Federal Government attempt to "coordinate" the educational exchange efforts of private groups and organizations in this country. There are benefits to be derived from the flexibility and experimentation made possible through the enterprise of the private sector. There is much room, however, for expanding U.S. Government-private sector contacts, information-sharing, and generally furthering cooperative relationships.

The International Communication Agency is currently making an analysis of the Exchange Visitor Information System (EVIS) to determine its utility and cost-effectiveness. Data already in the system need further validation and updating. Furthermore, EVIS is limited to the "J" visa category for exchange visitors. Holders of "J" visas are aliens coming to the United States temporarily as participants in one of the exchange visitor programs designated by the Director of ICA for the purpose of teaching, lecturing, studying, professional training, observing, or demonstrating special skills.

ICA is in contact with the Immigration and Naturalization Service to inquire whether "F" visa recipients, i.e., nonimmigrant students without exchange visitor status, could be included in an expanded EVIS data bank. Further discussions are necessary with INS before a meaningful decision can be made. We are, however, in the process of exploring the whole subject.

5. The recent GAO study on "Coordination of International Exchange and Training Programs" recommends that the ICA Director issue new instructions to the field designed to reemphasize and clarify interagency data-sharing and coordination requirements, and the convening of annual interagency conferences. Do you agree with these recommendations? If so, what is being done to implement them?

As the report of the GAO indicated, there is much variety in the extent of coordination of exchange activities by U.S. missions. Some posts already have extensive coordination mechanisms; in others, different post elements administer exchange programs in relative isolation from each other. Even such isolation, however, as the GAO noted, "does not necessarily" lead to undesirable overlap, but the possibility is there.

In these circumstances we believe that the implementation of the GAO recommendations for new instructions should be preceded by careful study of present practices at individual posts. One necessary element for rational guidelines on improved post data-sharing and coordination is an adequate data base. The GAO is presently undertaking a field survey, including visits to ICA posts around the world, to develop information which should help us determine what new guidelines are needed.

ICA is already convening or participating in interagency working groups in Washington to deal with questions of common concern to various U.S. Government agencies involved in educational and cultural exchange. For example, through the initiative of ICA, the Office of Education, and the Federal Interagency Committee on Education, a working group is coordinating the revision and updating of a government-wide inventory of Federal programs.

ICA has recently brought Federal agencies together to discuss the Federal role in global education and is planning a meeting to discuss the programming of foreign visitors in the United States. For further assistance in convening interagency conferences, we look to the establishment of the new U.S. Advisory Commission on International Communication, Cultural and Educational Affairs, which will be a useful resource in facilitating cooperation between Federal agencies and private organizations.

6. That GAO study also recommended ICA's resumption of publication of the "Directory of Contacts for International Educational, Cultural and Scientific Exchange Programs" (formerly published by CU at State) and "Exchange" with adaptions to the expanded responsibilities of ICA and the Advisory Commission on International Communication, Cultural and Educational Affairs.

Preparation of a new edition of the Directory of Contacts for International Educational, Cultural and Scientific Exchange Programs is under way. The new Directory is being expanded to include government and private agencies relevant to all aspects of ICA activities and will also provide additional information about the organizations and institutions included in it. Many agencies have informed us of their reliance on the Directory and we are confident that the new publication will be favorably received.

Exchange magazine was a publication of the previous Advisory Commission. The new U.S. Advisory Commission on International Communication, Cultural and Educational Affairs is currently exploring all available means of implementing its expanded mandate, taking the GAO recommendations into consideration.

7. Do you agree with GAO's recommendation that an arrangement be made by ICA with AID, DOD and HEW to obtain their exchange rosters for use in EVIS and appropriate follow-up activities? Do you foresee any difficulties in such an arrangement?

ICA believes that exchange rosters of other Federal agencies could be useful in the furtherance of its coordination activities. Whether the information could be integrated in the Exchange Visitor Information System (EVIS) is dependent in part on the outcome of our current examination of the utility and expansion possibilities of the System. The EVIS study is proceeding in conjunction with an ICA review of data requirements for all of its educational and cultural exchange programs.

Several Federal agencies which would be prime contributors of exchange rosters reported to the U.S. Advisory Commission on International Educational and Cultural Affairs in December 1977 that it would be feasible to develop and maintain a roster of foreign participants. These included AID, HEW, and DOD. The support of these agencies in any endeavor to utilize exchange rosters in follow-up activities would be essential. We plan further consultations to develop plans for coordination and iron out possible difficulties. (See Question 10 for more on follow-up.)

8. What is your view of the actual or potential utility of the "Arrival List of International Visitors" published by CU?

The Arrival List of International Visitors is widely accepted and utilized, both within and outside the Government, as a means of keeping interested parties informed about the scheduled arrival in the United States of ICA-sponsored international visitors. It affords recipients an opportunity to communicate with grantees through ICA program officers whose names and phone numbers are given. The List goes to approximately 1,600 addressees in the United States, including Congress, U.S. Government offices, universities, foundations, industries, foreign embassies and the media. Through annual surveys. addressees have reported substantial interest in continuing to receive it.

9. What proportion of ICA's exchanges relate to the media? What proportion involve people outside the academic world--such as business and labor representatives? Has any thought been given to expanding the involvement of non-academics in ICA exchange programs?

ICA exchange programs fall into four general categories:

-- Academic exchanges, i.e., professors, research scholars, teachers, and students (two-way);

-- International visitors (incoming only);

-- Specialists and speakers (outgoing only); and

-- Agency-assisted private sector exchanges (two-way).

Roughly 36 percent of the professors and 42 percent of the students moving in both directions in FY 1977 were in disciplines directly related to the media, labor relations, and business.

Of the international visitors traveling to the United States under the FY 1977 program, the following numbers were from the professional categories in question:

Media:	182
Labor:	78
Business:	43

From a total of 384, the relevant figures for outgoing specialists and speakers in FY 1977 are as follows:

Media:	41
Labor:	22
Business:	36

It is not feasible to quantify the individual exchanges under the private sector programs, either by total number or by profession, because our contributions are made to general programs and are supplemented by donations from the private sector. It is projected that in FY 1979, 21 of some 100 grants-in-aid will be given for media, business and labor-related exchanges.

In all of the four general categories there have been participants from other professions, such as medicine, engineering, mathematics, and law, so that there are ever widening groups of professionals involved in the ICA exchange programs. The question of expanding the involvement of non-academics in ICA exchange programs is also taken up in our response to Question 3.

10. Who handles ICA exchangee programs overseas? What kind of follow-up is there, both with U.S. and foreign exchangees, to find out what their experiences were, what use they make of their training, etc.? Do you think a better follow-up system is desirable?

In the 42 countries where we have binational commissions, the academic exchange programs are handled by these commissions. In the 75 countries where no binational commissions exist, the Cultural Affairs Officer (CAO) handles academic exchanges. The CAO is also responsible in all countries for the non-academic exchange programs.

Our overseas posts engage in follow-up activity with non-academic exchanges, but in this, as in the academic category, current efforts vary from post to post. At posts where follow-up activities are working well, we try, for example, to keep in contact with grantees by sending them American publications, calling their attention to new acquisitions in our libraries, arranging for them to meet with visiting Americans in their professional field, and inviting them to functions hosted by our libraries, centers, post and Embassy officers.

We believe that the activities described are useful and worthy of further development. In any systematic expansion, however, we need to consider a number of factors such as: (1) the availability of ICA field staff to plan and direct programs; (2) the presence of private organizations, some of which are already active in furthering binational linkages; and (3) the logistics of locating and maintaining current addressee information. Of prime importance will also be the interest of foreign grantees in systematic contacts, and political or psychological sensitivities to such follow-up overtures in host countries.

11. What do you see as the role of the private foundations (such as Ford, Rockefeller, etc.) in this area?

Private foundations and major corporations assist in supporting international education in the United States and exchange programs that contribute to the American learning experience. For example, the National Council on Philanthropy and the Council on Foundations are both currently collaborating with ICA in these activities and are expected to continue to do so in 1979. Their efforts with the donor community are directed to the heavy and increasing financial needs of the private agencies in these fields. Some funding sources, e.g., the Kettering, Ford, Rockefeller, Lilly, Tinker and Gilmore Foundations, have been particularly supportive of international education and furthering exchange of persons.

According to the Foundation Center, 125 American foundations and about 45 corporate funds reporting to the Center contributed $94.5 million in grants for international purposes in 1977. Of this amount 30 percent, or $31.6 million, was awarded expressly for international education. These figures doubtlessly understate the private sector's financial support to American learning about foreign countries in the broadest sense.

At the same time, we are aware of the fact that private donor agencies have their own programs and objectives. They are called upon to support a wide variety of important projects, many of which are not in international education, and their resources are finite. Many foundations have been forced to curtail some of their programs in recent years because their resources are shrinking, and in other instances they have recorded their priorities to respond to problems not heretofore within their range of concern.

While we will continue to seek more private donor participation in programs of international education, we caution against assuming that private resources are adequate to do the task and will necessarily be forthcoming in greater amounts for this activity.

12. In your opinion, are there unmet needs in the area of international education, research and exchanges? If so, what role can ICA play to meet these important needs?

There continue to be unmet needs in the area of international education, research and exchanges. Many partially met needs in the regular exchange program are due, of course, to limitations of funding. Other important needs require more attention than they have received. ICA can be helpful in providing additional resources in support of the following:

1. Strengthening the competence of area specialists

Career specialists educate coming generations about the world, write for a larger literate public, and become themselves public opinion makers. They need to maintain current contact through periodic field exposure to the changing political, economic and cultural life of other countries. This renewal of experience is essential in broadening professional competence and the usefulness of area specialists in academic and public life. Exchange opportunities can build upon a national resource which the U.S. Government has fostered through NDEA Title VI legislation, the Fulbright-Hays Act, and others.

2. Providing area training in professional fields for non-area specialists

Increasingly, there is demand in international business, the professions, and education for persons knowledgeable about other cultures, languages, and regions of the world. Economists and management specialists are constantly being called upon as consultants to foreign governments and business. Scientists are likewise involved in studies and explorations that cross national borders. Therefore, education should not be confined to developments in any one particular country or area. Our academic institutions should be encouraged to provide an extension of professional training to include programs which will help in a systematic way to equip students to relate effectively in their careers to the cultures of other countries.

3. Enlarging the communication network of professionals working on international problems

There is need to increase the communication between professionally competent persons in our society and their counterparts overseas to formulate international answers to common problems: urbanization, pollution, human rights, and conservation are merely a few examples. Opportunities should be provided to professionals concerned with these and related problems to develop their competencies, compare research, and exchange views and ideas. Included among such persons would be city managers, lawyers, executives, architects and scientists. The exchange program should contribute to the advancement of knowledge on problems of real public importance today.

13. How often are Foreign Service Information Officers, or Cultural Affairs Officers on home leave, sent to speak with American educators, journalists, businessmen, etc. concerning ICA exchange programs and ICA itself? Do you recruit on college campuses? Should you be doing more in these areas?

Last fall approximately 20 ICA officers, on home leave in the United States, addressed various groups in their home areas through radio, TV and newspaper interviews. We have no tally as yet on recent returnees--summer being the "home leave" season. Since April 1, 1978, however, some 75 Agency officers based in Washington, including the Director and the Deputy Director, have spoken to many groups interested in ICA programs of all types.

Recruitment is limited by the present low levels of hiring. It is mostly for clerical staff, exhibit guides, foreign language broadcasters, minority Foreign Service candidates and specialized vacancies for which no qualified candidate can be found internally. Most college recruiting trips tend to be to schools with sizable minority enrollment or those specializing in foreign languages and area studies. We participate, when possible, in "Career Day" activities of colleges and universities.

ICA has increased its efforts in both domestic public speaking and recruitment.

14. Does ICA now have the personnel with the skills to orchestrate ICA's domestic involvement?

Yes, but ICA needs leavening by being able to hire from outside the bureaucracy both short- and long-term employees.

This point is addressed further in our response to Question No. 19. As Director Reinhardt pointed out in his prepared statement, the ICA role in international education is that of a "friendly broker ... to lead, to encourage, to assist and to facilitate" the programs conducted chiefly in the private sector.

15. It is my understanding that the time limits on overseas tours of duty for FSO's and FSIO's are congressionally imposed. Would the efficiency and effectiveness of ICA be increased if there were more flexibility in these time limits?

Sections 572 and 933 of the Foreign Service Act of 1946 impose two provisions which affect time limits on overseas tours of duty for FSIO's. First, they provide that the Director of the Agency "may order to the continental United States, its territories and possessions, on statutory leave of absence any officer or employee of the Foreign Service who is a citizen of the United States upon completion of 18 months of continuous service abroad and shall so order as soon as possible after completion of three years of such service." Second, they provide that every FSIO shall be assigned for duty in the continental United States for periods totalling not less than three years during the first 15 years of service.

ICA believes that the time limits are reasonable and responsible and provide the Agency with sufficient flexibility to assure the efficient and effective operation of ICA. The Agency recently inaugurated a new tour of duty policy that provides full flexibility based upon employee rank, position responsibilities, and the degree of hardship of the post. The Agency established three post categories: Non-hardship (with tour of duty either 48 months/Home Leave-Round Trip/Home Leave-Transfer, or 36 months/Home Leave-Transfer); Hardship (with tour of duty either 36/HLT or 18/HLRT/18); or Greater Hardship (with tour of duty either 24/HLT or 18/HLRT/18). This variety gives the Agency and its employees greater flexibility in designating fair, equitable and efficient tours of duty that reflect post conditions and employee responsibilities.

16. A recent GAO report on coordination of international exchange and training programs makes the statement that U.S. Government participation in American exchange activities is approximately 5 percent of the total. Is this accurate in your view? Should it be greater?

We believe that the 5 percent figure included in the GAO report referred to the 1976 fiscal year total of 44,000 foreign nationals entering the United States on "J" Exchange Visitor visas. This total involved both government agencies and private sponsors designated by the State Department as participants in Exchange Visitor Programs.

There is no valid measure to determine the number of Americans abroad in international exchanges. Hence, it is not possible to arrive at a percentage figure of U.S. participation in international exchanges.

As ICA views the decreasing number of Fulbright-Hays grants, reduced by about one-third to one-half in the past 10 years, we must certainly advocate an increase of U.S. Government-sponsored exchanges. Inflationary costs, not only in the United States but also abroad, are cutting deeply into the program. Stipends are minimal to inadequate and many grants are partial rather than complete fellowships or lectureships. The present decline could be critical in terms of equipping the American citizenry for this country's leadership role in international affairs.

17. Do you believe, as was once proposed, that educational attaches at posts abroad would be more effective at developing international relationships in education?

Some 10 years ago the Johnson Administration proposed the establishment of a new category of officer in Embassies abroad who would be concerned with all educational relationships in that country--both private and governmental. The major impetus of this proposal was a desire to coordinate better the educational exchange activities now in ICA and the educational development activities of the Agency for International Development.

Times have changed significantly, and AID no longer places the same emphasis on educational development. With some re-examination of workload, some additional responsibility for international education could be assumed by the Cultural Affairs Officers in our posts overseas. We do not believe that there is need to establish a new category of officer for international education programs.

18. What role would the Administration's proposed Department of Education play in international education?

As presently proposed by the Administration, the Department of Education would play the same role that HEW's Office of Education has played in international education. Should the Department of Education be created, we would expect to have the same cooperative relationship with it as we have with the Office of Education. An enlarged program in international education would increase the responsibilities of both agencies. We would also expect to coordinate our activities in international educational and cultural exchanges with the new Department through systematic liaison and consultation.

19. Is ICA properly organized to handle education matters?

Yes. One of the three major programming units of ICA is the Directorate for Educational and Cultural Affairs. It is headed by a prominent American educator, Dr. Alice S. Ilchman, former Dean of Wellesley College. Dr. Ilchman and her associates have a broad knowledge of education in the United States and around the world, and of private sector programming in international education and exchange. Dr. Ilchman and the educational and cultural affairs staff concern themselves with matters extending beyond the significant exchange of teachers, researchers, scholars and students to all matters affecting the interests, needs and concerns of the academic community. While increased responsibility in this area calls for a re-examination of the priorities within ICA to assure the optimum allocation of personnel and budgetary resources in support of international education projects, no major organizational change in the Agency appears necessary at this time.

20. Have resources to foster educational relations around the world declined in recent years?

The amount of money spent by the U.S. Government on international education has declined in recent years when expressed in constant dollar terms. For that reason, ICA is attempting to use its limited funds in innovative ways, encouraging others in government and the private sector to work with us in reinforcing educational relations with other countries.

In the meantime, there has been a significant expansion in activities by other countries. For example, Japan has undertaken extensive educational exchange activities with major grants to other countries including our own to improve the knowledge of the language and culture of the Japanese. A significant number of student and faculty exchanges have been funded by such countries as Iran, Nigeria, Venezuela, and certain Arab States. The German Marshall Fund likewise has increased linkages between this country and Western Europe in a wide range of educational and cultural undertakings. We have only to look at the dramatic increase in the number of foreign students studying in our universities over the last 10 years--only a fraction of whom have been supported by U.S. Government programs--to see that more funds are being devoted worldwide to meeting international education needs.

21. Do you believe that the international aspects of education would be enhanced by attaching officers to facilitate these matters to state and local governments? How would you determine priorities among the 50 states and their myriad local communities?

Clearly a Foreign Service Information Officer in a Pearson Amendment assignment can enhance the international perspective of the community where he or she is based. One of our officers, for instance, recently completed a Pearson assignment in Oregon where he devoted a good portion of his time coordinating a pilot project to stimulate citizen involvement in foreign affairs. Another officer recently served as Director of the Office of International Affairs of Atlanta, an assignment in which encouraging popular awareness of the city's role in the world at large was a central duty. In these examples, of course, we are talking about education broadly and informally construed. But we would also favor a Pearson assignment in a more formal educational context: a position as an international educational advisor with a school district or an educational institution. This would be a valuable experience for an FSIO with the proper credentials. Several officers have, in fact, expressed interest in Pearson assignments of this nature although none have yet reached fruition.

There are a few Foreign Service Information Officers eligible and able to participate in either the Pearson assignment or the Diplomat-in-Residence program each year. (In FY 1978 we have had eight officers in the Pearson program and one serving as a Diplomat-in-Residence.) Neither program can make a major contribution--in numerical terms--to the cause of international education. A principal purpose of the Pearson program, furthermore, is to enhance our officers' appreciation of domestic realities so that they can be better interpreters of the United States when next assigned abroad. It would be inappropriate, therefore, to insist that most officers who participate in the Pearson program elect assignments in international education. Whenever an officer is so inclined, however, we support the idea. It should be a rewarding experience for him or her and one beneficial to the larger cause of international understanding.

Because of the small scale of the Pearson assignment program, it is inappropriate to establish priorities among states and local communities. To date we have merely sought to avoid a concentration of officers in a particular state or region, and anticipate no difficultires in continuing to ensure a reasonable geographic dispersion.

22. What aspects of American education are of most interest in other countries?

The United States is seen by many developing countries as the preferred source of scientific and technological education--shown by the number of foreign students electing these fields in American universities. Other fields highly valued by many foreigners, including some from more developed countries, are management and business administration.

Some foreign educators perceive a need for improvement of their school systems in the areas of curriculum development, education administration and fiscal management. They see the American academic system as offering useful models. Others look to the American experience, for example, in designing new programs in the fields of continuing education, adult education and vocational education.

23. In my community there have been very successul exchanges of high school level students. Since this is a very formative age, why do you not increase the contribution to this program?

Teen-age exchange programs are managed in the United States by private, non-profit organizations. ICA does not administer directly any teen-age exchanges. The Agency does, however, provide financial support to two such organizations, the American Field Service and Youth for Understanding, and to one organization which includes teen-agers in its programs, viz, the Experiment in International Living. The purposes for which grants are made vary from year to year according to the needs of the organization. We plan to increase our support to these organizations by about 12 percent in FY 1979.

The organizations are largely financed by participant fees, donations from foundations, corporations and individuals, and from foreign governments. ICA grants act not only to support programs which we consider beneficial but also to encourage private contributions. Principal factors that limit expansion of teen-age exchange programs include:

1. Necessity of maintaining high standards in matching exchangees with host families;

2. Availability of local community volunteer workers who must be trained in selection and counseling (these volunteers usually cannot work full time);

3. High staff costs and participant fees because of the labor intensive nature of the programs. Such costs limit the number of exchanges, particularly from the less developed countries.

Additional factors are:

4. Incompatibility of some foreign school systems and their graduation requirements with those of U.S. schools;

5. Language proficiency requirements of high schools, both in the United States and overseas;

6. ICA criteria requiring the designated teen-age exchange programs to limit the number of such students in any one high school. This provides wider distribution of foreign exchange students in the United States.

24. Do you believe that the relationship with other educational systems around the world is adequate?

In general, we believe that American relationships with educational institutions and systems around the world are reasonably adequate and favorable to further cooperative development. The United States has a long history of close relationships with the peoples and educational systems of Western Europe, and similar ties are steadily growing in Africa, Asia, Latin America and Eastern Europe. We expect these relationships to continue and, indeed, to deepen and expand. At the same time, we cannot afford to take even our longstanding relationships for granted in a constantly changing world.

In the post World War II era we have become more aware of cultures beyond the traditional patterns. We are interested in increasing our knowledge of their educational systems, assisting in educational exchange of scholars and students, and in developing inter-institutional linkages.

The educational exchange program under the Fulbright-Hays Act, with its primary emphasis on scholarly exchange for over 30 years, has helped foster and strengthen educational ties between the United States and the 100 or more countries participating in these exchanges. It has contributed immeasurably to an understanding and appreciation of the American educational system and those of other countries; it has enabled American educators to learn from other countries and it has contributed to the educational development process in many of these countries. The Fulbright program has, as well, fostered direct relationships among many American and foreign universities.

25. How will ICA improve these relationships?

ICA plans to strengthen the ties already established and to develop them further in countries where additional relationships can be cooperatively expanded. We will continue to utilize the resources of the Fulbright-Hays Act to provide American lecturers and teachers to universities abroad, encourage collaborative research on subjects of mutual interest and concern, and make possible advanced training of foreign nationals in this country.

Through exchange programs Americans have acquired an understanding and appreciation of indigenous cultures abroad and have brought back new knowledge to their students. These developments at the university level in the United States are encouraging and should be expanded. Much improvement is needed, however, in international education at many middle-sized universities and liberal arts colleges. Most of the undergraduate students in the United States do not elect, nor are they required to take, courses in international studies. Moreover, Americans preparing for the teaching profession are not normally equipped with international educational training.

ICA is considering additional ways to involve the American educational constituency in exchange programs. Activities could include (1) bringing more educators from less known countries to make a contribution to our educational process, and (2) affiliating American educational institutions with foreign institutions through grants to educators, including short-term consultants or specialists moving in both directions.

STATEMENT OF FRED G. BURKE, COMMISSIONER OF EDUCATION, STATE OF NEW JERSEY

PRINCIPLES FOR THE DEVELOPMENT OF GLOBAL EDUCATION IN NEW JERSEY

The following nine principles have been developed to stimulate discussion and assist in defining guidelines for Global Education in New Jersey. They result from a survey and analysis of model programs, current programs in other states, and of the literature on Global Education. These principles are designed to aid in developing an approach to Global Education which meets New Jersey's distinct needs and makes full use of it's resources.

These principles relate to curriculum development, involvement of various organizations in a state-wide Global Education effort, professional development, and to the process of implementing Global Education programs within the framework of T & E.

Principle 1. That a global dimension be introduced throughout the curriculum, grades K-12.

The development of an understanding of the interconnectedness of the various nations of the world will be best encouraged when global concerns are introduced within various subject areas, as the dynamics of world interdependence and interrelationship are best illustrated when identified in the various areas in which they exist. Students will more clearly view themselves as part of a total world system if they perceive international contributions within the various subject areas such as art, science, mathematics and music, as well as within the traditional subject areas given responsibility for international topics: foreign languages and social studies. International contributions and international relationships need to be highlighted in the teaching of all courses. The importance of world connectedness is underplayed if broached only in one or two subject areas.

Global understanding will be most effectively achieved if students are introduced to international topics and various cultures early in their school career. Numerous studies have demonstrated that children begin forming attitudes about other cultures and about their position in the world by middle childhood, and that after the age of ten to eleven, children's social attitudes become less open to change. Continuing emphasis in all grade levels is desirable to enable students to explore world issues with increasing depth.

A global dimension can be effectively developed through the emphasis upon new themes within the existing curriculum, and does not require a new set of courses.

Principle 2. That a series of themes be developed as the framework for introducing and teaching global concerns and concepts, and criteria be set up for developing theme selection for New Jersey schools.

To insure the inclusion of a global dimension in the curriculum for all grade levels and subject areas, and to facilitate reinforcing complementary concepts across various disciplines, a series of themes should be developed, appropriate to different grade levels.

High levels of abstraction, and generality in definition, need to be avoided in developing these themes in order to ensure their usefulness in the classroom. The themes should be geared to the specific international resources within New Jersey and to New Jersey's specific concerns and needs.

Principle 3. That the significance of New Jersey's involvement in multinational economic activities be recognized in the development of a global education framework.

New Jersey is increasingly reliant upon its involvement in multinational relationships for its economic stability and development. The volume of its exports, employment in export-related fields such as shipping, and the influx of immigrant workers as a new supply in the labor force are important variables which will have increasing impact on the state, both economically and socially.

New Jersey occupies a special "international crossroads" position at the center of well-developed air and seaport facilities, and neighbors the world's largest financial institutions and greatest concentration of international business expertise. Headquarters of major multinational corporations and internationally renowned technical research facilities are located in the state. New Jersey received 24,905 immigrants in 1976, ranking fifth highest in the nation, and has been showing a steady increase in numbers of immigrants to the state over the last few years, unlike neighboring New York and Pennsylvania, which have experienced a relative drop-off. These factors point to both a great potential for development of international involvement, and a strong need to develop that potential.

However, studies show that this potential is to a large degree being insufficiently developed. For example, since 1960, New Jersey's position in total United States exports, and in total United States Manufacturing output and employment, has steadily declined from being well above the national average to being well below it. It has been estimated that if New Jersey had had an export growth rate equal to the overall national rate in 1972, the state's manufacturing sector alone could have created approximately 15,000 more jobs than were created.

The implications for education of these and other issues need to be recognized, explored, and addressed in developing approaches to global education in New Jersey. The kinds of careers students need to be educated for and the attitudes toward and knowledge of international commerce they will need both for work and for citizenship are among the concerns that need to be addressed.

Principle 4. That the study of individual and social values be developed at all grade levels as a necessary learning tool for the objectivity required for exploring complex international topics.

In order to develop a global perspective, students must be able to identify the values of others and be able to understand issues from others' points of view. Through learning to recognize their own and others' biases, students can make evaluations with greater objectivity and sensitivity to different frames of reference. Both these skills are basic for understanding other cultures. Appreciating that there are different ways of looking at issues and solving problems also can increase students' receptivity to new ways of doing things, an adaptation skill which will become increasingly necessary.

Further, focusing on the social values which underlie the creation of institutions promotes insight into other cultures and fosters an awareness of common humanity besides adding to the concreteness of learning. An understanding of institutions as human creations formed to serve human needs can promote students' confidence in their ability to shape new institutions to serve changing human needs in the rapidly changing world in which they will be living.

Principle 5. That full use be made of the opportunity to relate global education concerns to those of existing and potential programs in Bi-Lingual/Bi-Cultural Education, Ethnic Heritage Studies, and New Jersey Studies.

For the past two years, New Jersey schools have been developing bi-lingual education programs serving the state's growing limited English speaking population. The law requiring bi-lingual education includes a requirement for bi-cultural education. Full use should be made of this opportunity to develop a complementary relationship between bi-cultural education and global education, to strengthen the effectiveness of both and maximize resources. In addition, a resolution was passed in early 1978 to promote New Jersey Studies in the state's schools. This resolution contains a clause encouraging the study of the state's many ethnic groups. The concerns of global education and New Jersey Studies clearly overlap in many areas. Their relationship should be examined and complementary efforts encouraged in designing programs in global education.

Principle 6. That an approach to the study of ethnic and minority groups within New Jersey comprise: a) identification of ways in which resources of different cultural groups can be drawn upon to personalize students' awareness and appreciation of different cultures; and b) the study of ethnic heritage from the dynamics of societal and national integration and development.

(a) Identification of ways in which resources of different cultural groups within New Jersey can be drawn upon.

- New Jersey has a rich mixture of cultural groups, from which students can expand their transnational understanding by first-hand experiencing of different cultural customs and values. Identification of ways in which students can be engaged in a variety of activities to experience the lifestyles of other cultures within the community can lead to an expansion of students' personal international awareness. One way in which such resources might be tapped could be to provide a resource directory of ethnic festivals to each teacher involved in global education, to promote exposure to how different cultural groups celebrate their ethnic heritage.

(b) Identification of the need to study ethnic heritage from the perspective of the dynamics of societal and national integration and development.

- One of the developmental aspects of global education over the next five years will be to define the dynamics of social history for New Jersey ethnic groups. An understanding of the historical roles of different population subdivisions at different times in different parts of the world can promote an understanding of the pluralistic tendencies in all societies.

Principle 7. That foreign language instruction be re-evaluated in light of the overall need for education to prepare students for a more interdependent world and international context.

Foreign language instruction is an integral part of global education, as studies have demonstrated that learning about another culture is facilitated by learning the language of that culture. There is evidence, however, that students will need broader functional language competencies than they have traditionally been provided with in the more international context in which they will be living and working. The place of foreign language instruction in the curriculum should be re-evaluated, taking into account the kinds of foreign language competencies required for students who might be living and working in foreign countries or multi-national contexts. Alternatives to traditional methods and programs of language training should be considered, and innovative and practical approaches to the acquisition of skills in foreign languages should be developed.

Principle 8. That teachers, administrators, and students be enabled and encouraged to participate in international exchanges, based upon the development of high achievement goals and evaluative standards and procedures.

International understanding is greatly promoted through positive first-hand experience with a different culture. Teachers, administrators and students with the experience of living and working/studying in a foreign country can bring back a broader international perspective to their schools and communities, and renew information to facilitate the development of global education programs.

Possibilities for promoting exchanges for teachers, for example, could include: teacher workshops in global education with participants from different countries; teacher exchanges, of one to two-years duration with schools in other countries; teacher-training in schools in other countries; curriculum exchanges with schools in other countries. Possibilities for promoting international experience for school administrators could include team study seminars abroad, such as have already been operated by private groups such as The Citizen Exchange Corps (Boston, Massachusetts).

Procedures need to be developed to:

1. develop a rationale for prioritizing possibilities;
2. ensure equality of opportunity for participating in international exchanges;
3. grant leave of absence and credit for teaching in another country to encourage teachers to take advantage of opportunities;
4. establish rigorous performance goals and evaluation standards
5. establish equivalency standards for elementary and secondary school students for studies abroad, and for international students returning to their country of origin after a period of study in New Jersey, schools.

Principle 9. That guidelines and procedures be developed for local districts to arrive at goals for developing global education programs with community support and involvement, consistent with the T & E process.

Districts should be provided with guidelines and trained resource people to assist them in planning and implementing goals for global education, together with members of the community at large. The cooperation of school and community in developing global education goals is fundamental, as it reflects in the immediate environment the principle of working together to arrive at common goals which global education seeks to promote.

A detailed method for conducting continuing planning workshops in global education has been developed by the Kettering Foundations ("We Agree" Workshop) and is an especially useful model for such joint development of goals.

STATEMENT OF JAMES W. COWAN, DIRECTOR, OFFICE OF INTERNATIONAL PROGRAMS AND STUDIES, NATIONAL ASSOCIATION OF STATE UNIVERSITIES AND LAND-GRANT COLLEGES

It is gratifying to all of us in the U.S. higher education community that this Sub-committee is addressing the vital issue of the role of the Federal Government in International Education. It is gratifying also to note that great strides have been taken in recent government reorganization and policy revisions to facilitate the coordination of a more effective federal role.

The many eminent persons who have testified before the sub-committee have offered all the rationale needed for increased government support for international education. Sound suggestions have been given for new policy directions, coordinating devices, innovative programs and the like. The purpose of this brief statement, therefore, is not to reiterate and expand on these areas, but rather to inform the subcommittee of an initiative of the U.S. higher education community to coordinate its efforts for more effectively responding to the general needs in the area of international education. The initiative to which I refer is the proposed formation of the "Council for International Cooperation in Higher Education (CICHE).

For many years, particularly since World War II, U.S. colleges and universities have been extensively involved with their sister institutions abroad through faculty/student exchange, joint research programs and technical assistance. The mutual Benefits are fully recognized and international education is an interest shared increasing by every type of post secondary institution in the country. However, there is no comprehensive organization with direct ties to the collective academic community devoted to this interest. There is no central point of access to the diversity of American higher educational institutions and organizations, whether in government or the private sector, nor is there coordination of the academic communities' activities. Recognition of this need for an effective mechanism for strengthening ties between U.S. higher education and the counter-part systems of other nations is not new. For example the Education and World Affairs (EWA) was created but callapsed in the early

1970's mainly because of its lack of direct representative association with the U.S. higher education community.

In 1973, under the leadership of the National Association of State Universities and Land-Grant Colleges, six major higher education associations proposed the creation of an automous private organization for international cooperation in higher education. A feasibility study was initiated in 1975 by the National Association of State Universities and Land-Grant Colleges with grant support from AID, Bureau of Educational and Cultural Affairs, U.S. Office of Education, and the Ford and Kellogg Foundations. The study, completed in spring, 1978 calls for the formation of the Council for International Cooperation in Higher Education (CICHE) to facilitate and encourage international collaboration and liason between American higher education and the educational communities of other countries, and to be a coordinating mechanism for tapping the collective resources of the U.S. academic community as a whole. Additionally, the Council is to be a focus of contact and collective response to needs in appropriate areas of cooperation with U. S. government agencies, foundations and the general private sector.

The council will operate as a separate entity in Washington with direct ties to its eight sponsoring organizations: American Association of Community and Junior Colleges (AACJC), American Association of State Colleges and Universities (AASCU), American Council on Education (ACE), Association of American Colleges (AAC), Association of American Universities (AAU), National Association of Independent College and Universities (NAICU), American Association of Colleges for Teacher Education (AACTE), National Association of State Universities and Land-Grant Colleges (NASULGC). Together, the above organizations represent over 3000 U.S. colleges and universities with over 95% of the total students enrolled in post secondary education; collectively the entire scope of American higher education is represented by these associations.

The key word in the mandate of the Council, as laid down by its sponsors, is "Linkages", carefully defined as "direct operational ties between U.S. and foreign institutions, arrived at through mutual agreement, providing mutual benefit, and requiring mutual investment of resources." Overall stress is on mutual benefit and emphasis will be on linkages with institutions in developing countries, but not exclusively. One area of emphasis worth noting will be on the so-called middle income or "AID-graduate" countries where established linkages are suddenly cut off when these nations graduate from the status of the poorest of the poor.

The interface between CICHE and the federal government is a vital component in the functional mechanism of the Council and it should become the major point of contact on international education between the government and the U.S. higher education system. In its role as a clearing house for information on the international activities of U.S. campuses and other public and private organizations, it it will be a reference center on available resources and linkage arrangements with foreign governments and institutions. Also it can provide assistance to federal agencies (e.g. OE, AID, ICA) in the development of bilateral and regional education agreements.

A specific case in point is the forthcoming educational exchange programs with the Peoples Republic of China. These programs will require some centralized administrative efforts in processing and placing large numbers of students in a wide array of U. S. institutions - from community colleges to highly specialized graduate schools. Pre-college training will be needed on a large scale prior to the placement of many students. The Council, with its ties through its sponsoring associations with practically all U.S. colleges and universities would be an ideal organization to assist in a long term US/China linkages program.

Since it is envisioned that much of the work of the CICHE will require government support, then why not place the responsibilities proposed for the Council in a government agency instead of creating an organization within the academic community? Several reasons can be cited:

1) A traditional feature and major strength of the U.S. academic system is its diversity and independence. Academic institutions closely relate to the political system at various levles, but they function as a separate system. Hence, to mobilize the resources of American higher education, it is most effective to do so within the academic community itself.

2) President Carter has made clear the importance of augmenting U.S. strategic and economic diplomacy with increased "public diplomacy" and people-to-people contacts. This requires an increased involvement and level of activities in the non-governmental sector, especially the academic community.

3) International programs and activities administered by government agencies fluctuate with the ebb and flow of government-to-government relations with any particular country or group of countries. Yet, the same programs and activities administered by a mechanism outside government can provide greater continuity and preserve U.S. contacts in a foreign country during periods of political stress.

4) Within the federal government, various agencies (especially O.E., AID and ICA) have interests and responsibilities for international education. In facilitating ties between the federal government and the academic community, it is more desirable and feasible to promote a coordinating mechanism within the higher education community than to consolidate all international education activities in a single national agency.

Thus it is clear to us that a separate entity as proposed can best serve the interests of both the government and the academic community.

We seek the support of the subcommittee for the Council for International Cooperation in Higher Education and consideration of its important role.

STATEMENT OF JOSEPH DUFFEY, CHAIRMAN, NATIONAL ENDOWMENT FOR THE HUMANITIES

International education is a topic as vast as the world itself. In an age when interdependence is no longer a slogan but has long since become a hard reality, informing ourselves accurately and reliably about the international environment is an urgent -- and permanent -- national need.

Nowhere is that need more evident than in coping with other major world powers, in particular the USSR (and its East European neighbors), and the People's Republic of China.

The United States has now been involved in organized academic exchange programs with the USSR and Eastern Europe for two decades and, if recent reports are accurate, may expect to become similarly involved with the People's Republic rather soon and perhaps on an even larger scale.

While the need for research and training in other world areas is surely no less urgent, the case of Eastern Europe and the USSR is particularly instructive for a number of reasons: 1) our overall relations with these nations are, by definition, difficult and sensitive; 2) they involve complex problems of access for American researchers; 3) American humanists and social scientists have nevertheless already accomplished a great deal under gradually improving conditions; 4) the organization of American programs with Eastern Europe and the USSR has involved a delicate but effective balance of interests between the government and the private sector in the United States that may serve as a helpful example to this Subcommittee in its quest for the most effective ways to stimulate and to nurture the considerable national resources that are in fact already at our disposal. As for the People's Republic of China, there is yet no comparable experience to draw upon, but it promises to become an active and major exchange partner in the near future, and at least some of the conditions with which we are familiar from our Soviet and Eastern European experience will probably apply. In any event, this Subcommittee will surely wish to encourage these new opportunities.

Over the coming decades, the conditions under which American scholars work in the USSR and Eastern Europe are likely to be mimicked in much of Asia, Africa and Latin America as governments there become increasingly self-conscious about controlling the outward flow of social and cultural data. The relatively open experience of Americans conducting research in Western Europe is already the exception rather than the rule, and the mechanisms developed to cope with the restrictive formalities in Eastern Europe and the Soviet Union are likely to become models for relationships in other areas of the world.

The National Endowment for the Humanities has been engaged in the exchange process with Eastern Europe and the USSR since 1971, when a decision was made to afford partial support to IREX, the International Research and Exchanges Board, which had been created in 1968 by the American Council of Learned Societies and the Social Science Research Council for the purpose of conducting such exchanges. NEH funding has taken the form of support for American exchange participants in the humanities and the humanistic aspects of the social sciences. With funding from the ICA and the Ford Foundation as well as NEH, IREX conducts the principal U.S. scholarly exchanges with Eastern Europe and the USSR. In addition, although on a much smaller scale, the Endowment has funded directly a number of individual research projects in the humanities which have involved cooperation with Eastern Europe and the USSR.

What have we learned from that involvement that is pertinent to the Subcommittee's inquiry?

First, fundamental research in the humanities and social sciences by scholars who are experts on the area and in their respective disciplines has, in many respects, already revolutionized our comprehension of the social, cultural, economic, and political aspects of life in Eastern Europe and the USSR. While there have been a number of related benefits (in particular the use of exchange programs to foster or to symbolize improved relations at the diplomatic level, the exposure of foreign scholars and scientists to American life, and the like) the most important contribution of the exchanges from our point of view has been in the realm of international education. A decade or two ago, most of the academic and government experts on Eastern Europe and the USSR were trying to comprehend societies many of them had never seen, and in which almost none of them had lived for any length of time. Today, we have a new generation of specialists in the universities, in government, business, and journalism, who are veterans of academic exchange experiences that have given them a subtle and tactile sense of the realities and internal dynamics of those changing societies. These experts have now begun to create a new scholarly and policy literature that provides a much more accurate and "multi-colored" description of cultural, social, and political processes in the exchange countries.

Let me cite only a few current examples of the new access that has been created through these exchange programs. A team of American anthropologists has spent several years living in Romanian peasant villages studying the complex transition to modernity being brought about by a combination of economic change and deliberate government policy. Their studies not only contribute to our understanding of Romanian society, but will enrich our appreciation of the more general process of social change and how it comes about. In the Soviet Union young American scholars are undertaking research for the first time in non-Russian, non-Slavic areas of that nation where emerging ethnic consciousness problems of rapid modernization and explosive population growth will make the Central

Asian nationalities a major force to be reckoned with both within the USSR and on the world scene within our lifetimes. In the German Democratic Republic, long closed to American view, our scholars are now conducting inquiries into such topics as health-care delivery systems, church-state relations under the communist government, and patterns of technological innovation. There are, literally, hundreds of such research projects now being pursued in the USSR and Eastern Europe Europe by American experts, and their findings not only inform our scholarly literature but are becoming a basic reference for our general understanding of those systems.

Second, it is important to know that the research being conducted is of high quality, and is carried on by American experts who are very much at home in the languages and cultures of the host countries. Indeed, one of the primary reasons for NEH involvement in this undertaking is to help guarantee both scholarly quality and objectivity by assuring support for fundamental research in the humanities and social sciences as an aspect of international education. The presence of NEH and private foundation funding in these exchanges helps assure that, alongside the more immediate diplomatic concerns reflected in these East-West contacts, their long-term developmental research aspects will be enhanced and emphasized.

Third, the combination of private sector initiative with government support and encouragement has been a key ingredient in the great success of these exchanges. The private sector's financial contributions (the Ford Foundation for many years was the main source of funding for these exchanges, with the government until recently funding the smaller share of the costs) are only the most obvious. Even more important, the administration of the exchanges by non-governmental organizations has provided an undeniable insulation from otherwise potentially disruptive shifts in the international political climate. Furthermore, it has made the exchanges particularly responsive to the long-term needs of the scholarly community in the slow and painstaking process of developing expert knowledge of foreign areas. Separating the administration of the exchanges insofar as possible from the often overburdened machinery of diplomatic relations has not only saved these programs from becoming politicized, but also has made it possible to move more quickly and flexibly in response to new opportunities -- particularly in the area of collaborative projects in the humanities and the social sciences -- than would not otherwise have been possible.

Nevertheless, the decline of foundation support for the exchanges, a general phenomenon affecting virtually every aspect of U.S. higher education, necessarily entails an increasing role for the government, a tendency which has been furthered by the new prominence given by the Helsinki agreement to government-sponsored efforts, and by the practice, new for the United States, of entering into formal cultural and educational agreements at the governmental level. To the extent that these developments foster a sense of national responsibility for international cultural and educational participation, they are on the whole quite positive (although it must be noted that the Congress has yet to respond with the kind of significant new appropriations that realistically would be required to meet these obligations). But such opportunities raise the question of how to preserve a dynamic and creative balance between the government and the private sector in this area.

In summary then, we have already made very impressive progress through these programs of international education in developing a comprehensive capacity to understand and to interpret Soviet and East European cultures and societies, an achievement which is all the more impressive in light of the inherent difficulties of access that characterize our research there. The substantial investment of resources in area studies and exchange programs that began soon after the Second World War has borne fruit in the study of other world areas as well. But the maintenance and improvement of that capacity now demands sustained, long-range attention by the government, particularly in light of the declining ability of the private foundations. We must not allow those capacities to decay. Ambassador Marshall Shulman has commented that the lead-time involved in preparing a generation of area experts is substantially greater than that needed for a new series of ballistic missile!

Fortunately, most of the machinery required for this purpose is already in place if only adequate funding can be assured. The transfer of cultural and educational exchange functions from the Department of State to the new ICA provides an opportunity to give these activities the prominence and support that were sometimes lacking when they were combined with other pressing responsibilities of the Department of State. The NEH, to the extent that its appropriations allow, ought to expand its support for those aspects of international education that are appropriate to its larger mission. An appropriate channel is available as well in the Office of Education, whose program of support for international education activities ought also to be better funded.

I do not believe that any major structural reorganization of our efforts is required at this time; the emphasis, rather, should be on paying more attention to the mechanisms already in place, especially those in the private sector. While there may be an understandable temptation to tidy up these international education and exchange activities through the creation of some kind of single, centralized program or agency, the well-known disadvantages of large-scale bureaucracies would far outweigh whatever cosmetic advantages which might be gained. Moreover, the requirements of international education and exchange vary so substantially from one area to the next and from one academic discipline to the next, that a certain degree of decentralization is essential. Indeed, I understand that a study on this subject currently underway by the GAO sees little advantage in any comprehensive effort to coordinate all exchange activities even within the government.

What we do need, however, is a general policy and a long-term commitment to support international education. At the advanced research and teaching level, there are some obvious priorities.

While the foundations will continue to be involved to some extent in supporting international education and exchange activities, the main burden must now be borne by the government. Fortunately, although amounts required are significant, they are by no means prohibitive.

-Some subsidy for international educational activities at our universities is indicated. The most urgent need is support for faculty salaries that will provide teaching and research opportunities for foreign area experts. Because of the current decline in university employment, many of our finest experts have been unable to find suitable positions where they might concentrate their efforts in their fields of specialization, and thus give us the full advantage of their accumulated experience.

-The development of foreign area expertise is a long and arduous process demanding additional years of training beyond those normally required in a conventional academic discipline, and subjecting the student and researcher to special career liabilities. If we are to continue to attract the best minds to these studies, we ought to have a national policy that will foster a stability of expectations concerning the availability of graduate student grants, research exchange opportunities, and employment possibilities. A clear commitment by the federal government to this process, in cooperation with the private sector, is an urgent need.

International education is a critical national need in an increasingly interdependent world. On the one hand, this nation has in the past been caught short time and time again -- in Korea, in China, in the USSR, in Vietnam, in the Middle East, and in Africa -- because of a lack of special area expertise and understanding. Complex international policies must be formulated on a comprehensive and precise vision of regional and national realities. On the other hand, the increasingly obvious imperatives of global problems compel our more active involvement in international cooperation. The universal problems of food, energy, environment, disease, and disarmament entail a range of common human interests in which international education and cooperative international studies play a central role.

Mr. Chairman, I am submitting for the record a listing of recent grants by the National Endowment for the Humanities in the area of international education.[1]

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[1] The listing referred to is contained in the subcommittee files.

STATEMENT OF RICHARD A. FREDLAND, ASSOCIATE PROFESSOR, INDIANA UNIVERSITY

These thoughts are offered as the International Operations Subcommittee exercises its oversight functions regarding international education. I would like to particularly address one aspect of the problem, that of stimulating the "average" undergraduate university student to acquire an international understanding during the course of an education.

While on the elevator to my office this morning I was joined by several young students I took to be nursing freshmen. They were discussing a dormitory mate upon whose name they could not agree whose father had died requiring her to spend much of the summer at home. "Where's she from?"

"I don't know, but it took her a long time to get there."

"She's from way overseas someplace."

Whereupon the door opened and they proceeded to class apparently unconcerned about their frightening cultural deprivation. One can just imagine them in an emergency room situation responding to a non-English-speaking patient, much less as informed voters or consumers participating in our economic and political processes.

Or to recount another dimension of educational parochialism. A political science major came to my office recently for counselling. Since he was employed in marketing for a local department store, he wished to take an elementary marketing course in the School of Business. A telephone call there produced the information that eleven different courses were prerequisite to the first marketing course--suggesting the rigidity of thinking confronting some university students--and nowhere in the business curriculum is an international component required--even in this day of multinational corporations, overwhelming trade deficits, and multifarious other international problems impinging on our business community.

These two examples are raised to highlight the problem--embodied in a trend now several years old--that undergraduate students are becoming "isolationist" in their selection of university courses. This is compounded by a headlong rush into vocationally relevant courses, but that need not preclude a global component in education.

A phenomenon widely reported in undergraduate education is that a small, and decreasing, number of students are taking international courses. The American Political Science Association, in its 1977-78 "Survey of Departments" found that only 10% of political science students were enrolled in "international relations" courses; another 7-8% were enrolled in "comparative government" courses. The remainder were in essentially U.S. government courses. So far as this is a measure, one can readily see the extreme domestic flavor of student choice. While there are two interesting exceptions, the general trend has been for no global education requirement, regardless of the student's course of study. The two exceptions of which I am aware come from recent policy changes by the accrediting agencies for business and nursing schools: Both have recently modified their requirements for undergraduate degree programs to require the inclusion of significant elements of non-business and non-nursing components. While this, in itself, does not assure international education, per se, it does reflect a rejection of educational parochialism.

Given this condition, and taking cognizance of interrelatedness of nations, it is apparent that any educational program should have some international component incorporated into its curriculum. And since there is less leverage on the "stick" end of inducing course requirements, I propose a "carrot" approach. Following are some suggestions of the kinds of programs the Federal government should be considering--not to produce international professionals--but to induce typical students into expanding their horizons to incorporate a more realistic perception of the real world into their education. They are cast in specific terms for the sake of illustration.

1. Summer institutes for university faculty--from any schools--to acquire or broaden international awareness. Since this would be, at best, indirectly professionally relevant, strong inducement would be required.

2. Programs for individual institutions should be offered wherein a faculty member to teach global topics along with the requisite resource materials would be provided for financially on 3-year terms. This could be particularly helpful to smaller, liberal arts institutions which are experiencing financial problems.

3. Subsidies to students to study international topics, e.g. language/culture at noted domestic centers away from their home institutions.

4. Grants to all higher educational institutions for innovative teaching, practical research, resource development, or public programming in the international arena.

5. Incentives for schools of education to require/provide globally-based courses for certification of teachers in any disciplines.

This list could continue, but I trust the point is made: The current body of university students do not perceive their future vocational well-being to be related to internationally-focussed courses. If you concur in my judgement that such parochialism is fallacious and even dangerous to the interests of the nation, you will conclude that additional incentives must be provided to induce students into this vital area.

Richard A. Fredland
Associate Professor
Political Science Department
Indiana University-Purdue University
at Indianapolis

Statement of David V. Heebink, Assistant to the President, the University of Michigan

TOWARDS PARTNERSHIPS IN INTERNATIONAL STUDIES

I. Preface

Thirty years of experience in international educational exchanges have produced a wide range of results: from disasters to outstanding successes. Today there are new problems and potentials in international educational exchanges which have prompted some significant evaluations of past experiences in order to provide a basis for meeting the new conditions. The International Linkages in Higher Education Project, together with other recent evaluations of exchange programs, confirm the proposition that partnerships offering mutually beneficial linkages between U.S. universities and those in lesser developed countries (LDC's) offer the best available means for fostering effective international institutional collaboration.

Although the goal of partnership for mutually beneficial linkages has been adequately identified as the critical determinant of successful exchanges, little attention has been paid to the question of how this goal is to be achieved. Successful partnerships and mutually beneficial exchanges do not happen accidentally. They are the product of distinctive institutional structures and careful design, which together produce the processes of planning and implementation that ensure success. We argue here that the design of educational exchanges is as important as the content, and that more systematic attention to the design can produce more effective exchanges.

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[1] Contributions to Mr. Heebink's statement were made by Jean Cobb and Dean Alfred Sussman of the Rackham Graduate School, and Professors John Eadie, Peter Gosling and Gayl Ness

Thus, in the following paragraphs we will examine some design concepts which are important in achieving successful international partnerships.

II. Basic Principles

Academic relations between U.S. and LDC universities stand at a critical turning point which poses distinctive problems and potentials. The problems lie in the need to develop effective partnership relations; the potentials lie in the rich mutual benefits to be derived from such relations.

Academic relations in the past were often marked by deep inequities that derived in large part from a narrow "development orientation," dominated by the aim of technology transfer. Developing countries were perceived simply as technologically backward and inferior. Thus, the only possible relations were those in which U.S. universities gave and others received. We believe that a new era has begun in which these old perceptions and orientations are no longer accurate, useful or acceptable.

The future of effective relations with LDC universities now depends upon organizing academic capacities to work in responsible partnership with colleagues and institutions abroad. The aims of such partnership must be the development of teaching and research relations that provide mutual benefits to all partners.

Effective partnership relations with these universities should be based upon the following principles.

A. TAILORED PROGRAMMING. All elements in a relationship should be sensitively tailored to take account of local needs and conditions in both LDC and U.S. universities. Persons with knowledge of the area and the line faculty who will perform most of the work should be directly involved in the planning. Programs cannot be mass produced in standardized fashion, nor can they be planned by persons unfamiliar with the specific area, or by persons who will not bear a major responsibility for the actual work of the program.

B. PLANNING IN PARTNERSHIP. Programs of academic relations should be planned and directed jointly by faculty and administrators from all partners in the project. This will ensure that programming will reflect the specific needs and conditions of both sides and that mutual benefits will accrue from the relationships.

C. MUTUAL BENEFITS. Programs should be planned to provide benefits to all members of the partnership in rough equality. Many LDC universities have as much to contribute to U.S. international studies as U.S. universities have to contribute abroad. Realizing the potentials of mutual benefits will require active two-directional flows of both students and faculty. This implies that U.S. universities must develop new and more extensive opportunities for scholars from LDC's to play active roles, both on campus and in outreach programs.

D. LONG TERM PROGRAMMING. Academic relations should be planned for the long term, covering a number of years, to permit the full development of lasting collegial and institutional networks. This demands that institutions accept considerable responsibility on entering into academic relations, and that resources be committed for substantial periods.

III. Areas of Activity

Much past overseas activity of U.S. universities has concentrated on the natural, physical, and applied sciences, where technological realities dictated a one-way flow of resources. In many cases science and technology continue to have a high priority for educational planning in LDC's. We submit, where this is true, that joint planning is still essential and, indeed, that appropriate emphasis should still be placed on the social sciences and the humanities. In many developing countries the higher priority given to science and technology make the social sciences and humanities more precarious and therefore more in need of assistance. Moreover, in the social sciences and the humanities the mutual benefits of partnership are more likely to be attained.

A. HUMANITIES. In the humanities, relations with colleagues from developing countries are unquestionably reciprocal: each knows more deeply the parent culture. Languages, literature, linguistics, music, art, architecture and dance are all subjects in which the reciprocal exchange of faculty and students is essential for both U.S. and LDC universities, if these subjects are to be taught accurately and well. Furthermore, these subjects, and the conceptual worlds they express, are more and more widely recognized as important and valuable, both in the U.S. and abroad.

B. SOCIAL SCIENCES. At first glance, it might appear that the social sciences share with technology and science a large disparity between U.S. and LDC offerings. The most advanced techniques in the social sciences appear to have been developed here, and many foreign scholars come to the U.S. specifically to acquire these techniques. On closer inspection, however, we find at least two important areas of high reciprocity. First, many of the advances in the social sciences are made under the challenges of problems posed in the developing countries, and under conditions of active collaboration between U.S. and LDC scholars. Second, and perhaps more important, is the observation that within the social sciences today a healthy conflict has developed over the utility and applicability of a variety of specific theoretical perspectives and research techniques. These conflicts have often developed around conditions of social science field work, particularly in LDC's, and have been exposed by LDC scholars. Thus, a concerted program of developing prolonged partnerships with these social scientists offers unique opportunities to enrich our own work through what can be called mutually beneficial confrontations.

We also would note the fields of architecture, urban planning, environmental studies and public health because of the rich opportunities they present for developing joint activities of an interdisciplinary, yet practical, nature. In addition, we call attention to specific research-oriented organizations, such as The University of Michigan's Institute for Social Research and the Center for Research on Economic Development. These are disciplines and organizations in which the interaction of the humanities and the social sciences is already well developed, but which stand to be further enhanced by more interactive relations with universities in developing countries.

IV. Questions and Issues

Two general types of questions can be raised regarding how best to put into practice the general principles of effective partnership proposed above. What is to be done? How is it to be done? The first concerns the content of exchange programs; the second concerns processes.

A. WHAT IS TO BE DONE? The basic questions here concern the priorities of the LDC universities and the U.S. universities that will be partners in the relationship. What does each need? Which needs are most pressing? Which needs will provide the highest returns when met? What estimates can be made of the ways needs and priorities will change over the next decade?

Needs and priorities of the LDC universities will certainly vary with the general level of higher education development in the country, and with the specific condition of any university in the partnership. Are there, nevertheless, generalizations that can be made of the specific content of needs and priorities? Are there some needs that constitute fairly general high priorities throughout the LDC universities?

Needs of U.S. universities may, if anything, be more difficult to specify, in large part because the high decentralization of these universities makes it hard to specify general priorities under the best of circumstances. It may be proposed, however, that one general need is to find ways of reaching beyond the walls of the universities themselves: to attract a wider range of what are now called non-traditional students; to attract more disadvantaged minorities; and to provide more educational services to the community at large through extension and outreach programs. Are there also other specific needs in the areas of international studies where international exchange programs can be especially helpful?

B. HOW IS IT TO BE DONE? Developing effective partnership relations will present a series of difficult problems, both for U.S. universities and their supporting sources, and for LDC universities. We can only begin here to list some of the problems that are most visible and dramatic to us. As planning goes forward, additional problems will undoubtedly become apparent. In all cases, effective partnership relations can only be developed if all parties are willing to raise problems openly and frankly, and to work collectively at solving them.

1. Planning and resource commitment. Currently international programs are funded by a wide variety of sources. Each of these typically is committed to some specific type of activity or goal; each desires and needs to retain considerable control over its resources if it is to achieve its goal. We have argued,

however, that partnership relations must be jointly planned with heavy inputs by the line faculty that will be directly involved in the activity. This lower level planning will require some capacity to commit resources. Will it be possible for funding sources to accommodate this need for lower level joint planning?

A variant of this problem arises over the commitment of future funds. Funding sources are often understandably reluctant to commit funds for long periods into the future. Some funding sources change advisory boards and thus specific goals every year, and are thus almost incapable of making long term commitments. Yet we have argued that effective partnership relations will require planning for the long term. Will funding sources be able to accommodate to the need for long term resource commitment?

The same question can be asked of universities themselves. Especially if line faculty on both sides are to be deeply involved in the planning and implementation of programs, how can universities make institutional commitments that can last beyond possible faculty turnovers?

For all three variants of this problem, a basic issue is the extent to which planning and resource commitment can be made to accord with the priorities of all partners.

2. University structures and program support. U.S. universities, with strong departments, heavy research orientations, and often heavy dependence on local (state) funding, may raise structural obstacles to effective partnership relations.

Faculty are typically rewarded for teaching at home, for doing research and publishing in American journals and for service to national professional associations and local communities. Specific partnership programs may require, on the other hand, that U.S. faculty absent themselves for periods of a few years' work abroad. Can U.S. universities restructure their internal reward systems sufficiently to encourage, and not to penalize, faculty for overseas work and service? If this cannot be done, partnership relations are likely to suffer.

One special aspect of this problem arises in cases where universities are funded by state legislatures. Elected representatives can naturally be expected to be concerned about their own constituents, as taxpayers and as consumers of public educational services. How does a state university mobilize resources from its own taxpayers for maintaining an international activity? Are there ways in which colleagues from abroad can assist U.S. universities in bringing more of their international programs to local constituents?

One of the persistent problems of LDC universities lies in heavy, by U.S. standards excessive, teaching loads. Coupled with this is a shortage of staff and funds for staff, generally weak professional association development within the country and few resourc[illegible]vailable for faculty research. All of this implies littl[illegible]asis upon, or support for, research. Thus, if faculty are to be absent for research or teaching abroad, adequate personal and financial resources must be available to meet the usual heavy teaching commitments. How are research and learning activities of LDC faculty to be supported when professional associations are weak and financial resources for research are exceedingly restricted? Are there ways that partnership relations can be built to meet some of the problems of supporting teaching, research and service in these universities?

3. *Institutional imbalances*. U.S. universities are typically highly decentralized institutions. Even presidents have difficulty knowing the full scope of their own universities' international programs. And very few can, in fact, commit their faculty to programs. Universities in developing countries are typically highly centralized, and also typically highly controlled by national governments. What problems does this imbalance present? How can they be overcome?

4. *Area versus problem expertise*. It is often observed that the greatest intellectual returns derive from a concentration on problems, whose identification and management are advanced by the abstractions and tools provided by the theoretical and methodological products of disciplines. At the same time, problems also require sensitive understanding of the specific social and cultural context in which they are situated and the specific language in which they are expressed. This implies that there is considerable utility in the study of specific geographic or cultural areas and their languages. The two demands, for *problem* and *area* expertise, are often in conflict. Each requires considerable investment of time and effort on the

part of individual scholars. Further, the conflict between problem and area studies is often given an organizational dimension, as each is the responsibility of different, and often competing, academic organizational units. Academic departments are powerful units in U.S. universities, as are Area Study Centers, especially in leading centers of international studies.

In order to develop programs of real mutual benefit, both area interests and problem interests must be advanced and protected. Will it be possible, especially for U.S. universities, to develop effective processes of cooperation between area and problem activities? Will it be possible to provide sufficient incentive to attract non-area committed scholars to work in LDC settings? Will it be possible to develop area based programs that are sufficiently powerful in attending to broader problems so that they will attract attention and recognition outside of area studies alone?

V. Conclusion

The major premise of this paper, to restate the obvious, is that U.S. colleges and universities must seek to broaden their interaction with foreign institutions so that their relationships are based more on mutually beneficial exchanges, rather than being dominated, as has often been the case in the past, by scientific and technological imperatives. Several Federal agencies are well positioned to assist significantly in bringing about such a change in the character and quality of international education. By making a modest number of planning grants to selected institutions, both ICA and the National Endowment for the Humanities could encourage development of the kind of international linkages we advocate. Also, the proposed Foundation for International Technological Cooperation at AID appears to have a sufficiently broad mandate so that it, too, could stimulate more partnership planning and mutuality of benefits between institutions here and abroad. In a few years' time, it would be possible, with a relatively small amount of support from these agencies, to gain considerable experience.

As indicated by the questions posed above, there is much that is not now known about forging reciprocal linkages. However, we are confident that the experience gained from some well-conceived efforts will provide answers and that these answers can significantly improve international education in the 1980's and '90's.

STATEMENT OF RICHARD D. LAMBERT, PROFESSOR OF LANGUAGE AND AREA STUDIES, UNIVERSITY OF PENNSYLVANIA

A FRAME OF REFERENCE FOR FEDERAL INTEREST IN INTERNATIONAL STUDIES

As the Subcommittee on International Operations of the House of Representative's Committee on International Relations begins its series of oversight functions on international education, what is most needed is a frame of reference which will enable the Subcommittee to make an orderly analysis of the field in its many aspects, and to define those aspects central to the national interest and that portion which should receive priority in participation by the Federal Government. I will omit from my analysis one aspect mentioned by Congressman Fascell in his press statement of July 5, 1978, not because it is unimportant, but because I know relatively little about the specifics of governmental programs in this area. I refer to "the way we communicate the reality of America to the rest of the world." I am sure that others will fill in the analysis of this vital aspect of international education. I will confine myself--with one exception I will note--to the obverse of this coin, the bringing of the rest of the world to the United States.

I also note that the Subcommittee has ruled out of bounds a consideration of the international activities of the various Federal departments and agencies when they are carried out by the personnel of those agencies. While it is an understandable boundary, in a way it is a pity since such activities represent a sizeable portion of the day-to-day international relations of the United States and the personnel a major reservoir of expertise. Their training programs, whether institutionalized as, for instance in the Foreign Service Institute, or informal as, for instance, in the departments and agencies dealing with commerce, the treasury, public health, energy or, say, the International Division of the General Accounting Office, comprise an important segment of international education. It is a further pity that their educational expertise, for instance their techniques of language instruction on a need-to-know basis or the insights gained in negotiating international agreements on, say, the law of the sea have so little feedback into the remainder of the international education effort.

Congressman Fascell's statement of the purpose of international education--to "prepare Americans to live in a highly interdependent world"--calls for a major transformation of the entire educational system and a substantial enrichment in the perspective of the general public. These are awesome tasks and since they represent the largest and, in the long run, the most important of the national purposes, let me lead up to it with a small subclassification of national goals in international education which may help both to order existing Federal programs and give some set of criteria against which their success may be judged. With these and perhaps other taxonomies of goals in mind, it may be possible to see in aggregate form the effect of the various Federal Government programs and detect whether they result in too much overlap or leave entire vital areas untended. Throughout it should be recalled that the Federal Government is only one of many actors in this field and that its resources are best spent on the strategic margin where, in a vital area, little would happen without them and where their multiplier effect is greatest.

Let us distinguish three primary goals in international education toward which the Federal Government now makes a major contribution:

(1) The creation of knowledge concerning other countries or about major international issues with which the nation must deal;

(2) The world-wide sharing of technology and information;

(3) The internationalization of our educational system and the perspective of the American public.

The first of these goals, the creation of knowledge, is not only essential to the long-run goal of internationalizing public attitudes, but serves very directly the day-to-day operation of the government. While the mission-oriented agencies can and do provide the short-run information necessary for their operation, the formulation of their mid- and long-term policies is dependent upon the scholarly analyses of countries and problems that take place outside of government, most often in universities. This continuous flow of new knowledge and analyses represents a substantial portion of the R and D activities which support the government's international operations and comprise a supplementary and corrective non-governmental voice in the assessment of the long-term context of our complex foreign policies.

One need only take a cross-sectional look at the perspective on international matters carried in our school textbooks, a large number of our college courses, and our newspapers to appreciate the constant need for new information and the diffusion of that information into the educational and communication materials. About ten years ago, one of my courses on India was used as the basis for the preparation of the India portion of a nationally distributed sixth grade textbook. Things have changed so much in ten years and our knowledge of India has increased so much that it needs to be completely redone. Issues which are likely to have a major effect on the next generation's well-being--for instance, the law of the sea, international food policy, energy shortages, global inflation--are not even touched.

The Federal Government supports the creation of international affairs knowledge in three ways: (a) the training of scholars through student fellowships; (b) the support of faculty engaged in that training; and (c) the direct support of research.

(a) The primary support for the training of scholars is through the fellowships provided under NDEA, VI. There are, to my knowledge, no fellowships specially earmarked for training other kinds of international studies specialists. The primary goal of this program is to remedy the deficit in the number of scholars capable in language competency and substantive knowledge of many parts of the world about which Americans know too little. A thorough review of the field about a decade ago made some estimates of supply and demand for language and area specialists (see enclosures). It found that the Federal program had resulted in a substantial increase in the number of qualified language and area specialists and that the rate of production of specialists supplied by NDEA, VI funds was about at the level necessary for replacement of the existing stock and the anticipated expansion of the college population based upon the then demographic projections. Hard estimates of demand by country, language, and discipline were difficult to make except to show the continued deficits of specialists in all but the major countries and languages. Since that time the general deterioration in the demand for Ph. D.'s has affected the academic market for specialists although they seem to have some edge in the job market. At the same time the number of fellowships made available under NDEA, VI has decreased by about a third. Unfortunately, the U.S. Office of Education which administers the program no longer collects or assembles them; it does not publish the data on the number of new specialists added to the stock and no one knows what the attrition rate is of existing specialists losing their competencies. The evidence also indicates a genuine need to upgrade the competencies, particularly the language competencies of a substantial portion of existing specialists. Without knowing the precise figures on supply and demand, one could put two constructions on the current situation. If one considers the mammoth task of internationalizing our entire educational system and cosmopolitanizing the public perspective, the number of trained specialists is still miniscule for the tasks to be accomplished. If the current situation is seen in terms of the current information needs of the Federal Government and the advanced training of Ph.D. level students, the great expansion period is over for some disciplines and some countries. Attention should shift to the depth of the training--especially language training for students planning to be specialists on South Asia, Southeast Asia, the Middle East and Africa, filling in major gaps in countries and areas and the maintenance and full utilization of the existing pool of competencies. Even in the case of the steady state, no growth model, because of the extra demands placed on students who are training to be language and area specialists, the fellowship program must be continued, but it might be tailored a bit better to the long term training of quality specialists, particularly the upper levels of language and area training which often add several years to normal disciplinary training.

(b) The Federal Government does very little to ensure the maintenance of or even monitoring of the size and distribution of the existing pool of competencies. An exception to this is the faculty salary and program support given to language and area centers under NDEA, Title VI. Increasingly, however, pressure is being put on these programs to utilize their federal support for program activities other than basic salary support for the faculty and, in any event, the Federal support provides only about ten percent (albeit a crucial ten percent) of the costs for program maintenance. Under NDEA, VI there is also support for non-area oriented faculty in international studies programs, but this is usually start up money and relatively small in size. In part because of the student training orientation of NDEA,VI and its placement in the Office of Education whose mission is measured in terms of number of students trained, very little attention has been paid to the maintenance of the existing pool of competencies.

For instance, the OE-NDEA, VI orientation is geared to the provision of new language skills and new specialists. No one, so far as I know, is concerned with the retention of language skills once gained, or with the attrition rate of specialists who leave the field after substantial amounts of time, money and effort have been put into their training. Even the overseas fellowship programs, such as the Fulbright exchange, are deliberately aimed at people who have never visited a country before. There is no organized Federal program to permit specialists to visit the countries they study on a periodic basis to update their expertise and to reinforce their language skills. There are a few programs that provide some support of this kind--IREX, the American Institute of Indian Studies--but no general program serving this purpose .

If the Federal Government were to adopt a stock maintenance rather than an expansionary approach to some parts of international studies, it could do so by providing long-term support to a number of the major centers, and by providing national competition-based support for individual members of the pool not located at the major centers. It is not suggested that the Federal Government underwrite the salaries of all scholars engaged in international studies. However, the Federal Government's policy of creative marginal support is already very successful in inducing universities to carry much more of the personnel costs than their intra-institutional needs can justify. If the Federal Government had to pay for the full-time "care and feeding" of international studies specialists in, say, Government supported think tanks or contract research shops, the cost would be astronomical. The Federal Government should, however, consider long-term support--on the British model--for selected specialists with needed scarce skills. For instance, it is absurd to have to justify support for a specialist in the Telugu language on the basis of the number of students he is training to be like him. There is not likely to be a great demand for these students if he does train them, but the nation has a stake in having one or two such specialists around. And it is clear that these most exotic specialists are precisely the ones threatened by the university staff cuts growing out of their budget crises. We need to shift to a limited Federal "endangered species" strategy because it is precisely those marginal competencies whose retention is in the national interest. Annual support is not enough. Universities will no longer tie up a thirty year tenure commitment for one or two years of federal support. Term chairs for certain specialties that are otherwise unlikely to be maintained on the campus would accomplish this purpose.

(c) I have been talking so far about the training and maintenance of specialists. What the Government and the public really consume is the product of their scholarly research. There is no place in the Federal Government where such research is directly supported, although scholars can, of course, compete for general purpose research funds such as those administered by the National Science Foundation, the National Endowment for the Humanities, or the National Health Institutes. Our data indicate that with the decline of both Federal and foundation support for international research, the amount of money available to carry out such research is now about 1/10th of what it was five to six years ago. This is like building an expensive engine and not providing the fuel to run it.

There are special features of foreign affairs research which demand that special provision be made to encourage it over and above the general competitions for research funding. For one thing, foreign oriented research tends to be more costly since it often requires foreign travel and sojourns; second, it often makes special demands on language skills and accumulated experience overseas; third, the importance of the research often lies in the importance of the substantive topic, not the advancement of an academic discipline; and, fourth, there are often difficult problems of access to a country in any transnational collaboration.

From this I draw several conclusions: first, there is a direct Federal interest in the promotion of foreign affairs research; second, to make part of it most directly relevant to governmental concerns, each of the agencies with a major international component to their mission ought to earmark funds in its budget for international research; third, a fund directly supportive of foreign research should be established for research that in the longer term does not fit the narrowly defined mission of any agency. Federal support for foreign affairs research over and above the separate mission agency funds is clearly needed and must be administered on its own terms and not as a ninth or tenth priority on everyone's list.

Sharing of Technology and Information

The second major national goal in international education is the sharing of technology and knowledge. This takes two forms, the largely one-way flow implicit in technical assistance or Peace Corps programs, or the teaching side of the Senior Fulbright Program; and the more reciprocal exchanges, particularly in the natural sciences, the professions and among the economists to develop a truly world-wide knowledge. I have little to add to the host of recent recommendations in reshaping our technical assistance profile except to say that we might well want to promote some feedback from the experience of our overseas technical assistance into our own educational system and society. The days of the one-way flow of technology are rapidly coming to an end.

The more reciprocal exchanges of technology and information are an essential function. More and more new knowledge is being created in many places throughout the world. We abstain from participation in this process at our peril. Commercial enterprises tend to see to their own technology and knowledge flows; it is in the promotion of information exchange and collaborative effort in the basic sciences that Federal support is needed. These exchanges seem to be well managed in the natural sciences through the National Academies and the National Science Foundation. The national and international membership associations manage the process fairly well for the professions and for economists. These linkages are much weaker in the other social sciences and the humanities. We are in real danger of provinciality. The United States has lost its absolute paramountcy in the social sciences and we must either actively promote our participation in the growing world intellectual culture or we will become increasingly irrelevant to it. Equivalent developments in the humanities are a while off but will follow in due course. Accordingly, the Federal Government should actively assist in promoting the reciprocal flow of information and people in a wider variety of fields than is now the case.

Internationalizing the American Perspective

The two goals discussed above are really steps on the way to the third national goal, the one stressed in Congressman Fascell's comments. In an increasingly interdependent world, the American public must be educated to (1) know more about other countries; (2) to understand the impact of decisions made abroad on American life; (3) to be aware of the impact of American decisions on others; (4) to be able to understand other nations' perspectives on world issues; (5) to be able to see world problems such as energy, food, inflation, and tariffs from a multilateral perspective. This transformation to a more cosmopolitan perspective on the part of the general public has a direct Federal pay-off in that, for instance, it would be helpful for the International Relations Committee to have an informed electorate who would understand some of the complexities and trade-offs necessary in reaching decisions in foreign affairs. But such a transformation is a long-term goal of immense dimensions. If it is to be accomplished through the educational system, it calls for affecting the curricula of the thousands of institutions of higher education and the much larger number of school districts, none of which fall directly within Federal jurisdiction. Nor is it entirely clear what exactly is to be taught and what is the most effective means of doing so.

There are, either in operation or on the books, a number of Federal programs already operating in this area. Fifteen percent of the budgets of each NDEA, VI Center has been directed from the purposes outlined in goal (1) above to be used for "outreach," that is, reaching clienteles in secondary schools and the general public. There is under discussion now in the Office of Education various ways to divert even more of the currently available funds for this purpose. Moreover, the bulk of the teaching of the faculty in the NDEA Centers and the graduates of the Centers is aimed not at the training of specialists, but in presenting some familiarity with one or more other countries and their languages to non-specialist students in the general education portion of the college or university curriculum. Congress has authorized but not funded a new section under NDEA, VI, Section 603(b) which will give money directly to secondary school systems and other public bodies precisely for the purpose of diffusing international education. The Government's primary international exchange, the Fulbright Program--particularly the student fellowship and the summer seminar abroad programs with their emphasis on a foreign experience for those who have not been abroad before--is aimed at this general cosmopolitanizing effect. Some of the curricular development activities funded by NEH have been in this area, although the tendency of FIPSE and NIE not to encourage experiments in international education has been surprising. The modest funding of NGO activities through the UNESCO National Commission is also largely devoted to these activities. The Government is now being asked to provide funds for the support of foreign language in our schools largely as a cosmopolitanizing device.

It would be interesting to know whether the various activities funded under the Ethnic Heritage Act have, in addition to their primary purpose of supporting a cultural tradition, produced a more internationally informed public. Certainly with the growth of very large geographically concentrated Hispanic and Caribbean minorities, we will have a growing need for our people to understand national cultural differences as a domestic problem.

It seems clear that the Federal Government alone cannot undertake responsibility for this transformation of our educational system. The task is too immense and too costly, and Federal leverage in this area too limited. Its role should once again be to provide strategic marginal support by (a) maintaining a few "flagship" programs like the Fulbright Program which have wide international and domestic acceptance; (b) supporting experimentation in curricular design and styles of educational delivery; (c) directing special educational effort at the key points of leverage--e.g. teachers colleges and colleges of journalism, business, law, and engineering; (d) encouraging educational efforts--e.g. on public television or through expanded newspaper coverage--outside of the formal school systems.

In closing, let me make an urgent plea for a device or a center whose responsibility is score keeping, stock taking, evaluation, dissemination. We talk of the need to create specialists; we have no way of knowing how many there are now, how many are added or leave the lists, and what their level and focus of competencies is. There have been a few snapshots of the field of varying degrees of thoroughness, but very little longitudinal data. Even hard statistics on that portion funded by NDEA, VI are either non-existent or hard to come by. There have been many discrete experiments in internationalizing curricula, but we have almost no evaluation data. As the GAO report indicated, the many experiments under the international studies segment of NDEA, VI have not been evaluated for what works and does not work, what makes for success and durability, what is the most useful role for marginal Federal funds, is there a minimal and a maximal Federal investment to promote success. Many of the hard questions concerning basic assumptions in the field have not begun to be answered. Do two or three years of high school French or Spanish enhance an international awareness? How many people retain and use language skills later in life and for what purpose? Does learning about one country or world region have a halo effect in developing a general international interest? What are the relative benefits of studying a single country in depth versus a thematic or problem oriented cut across many nations? What are the relative payoffs of foreign travel, of study of other countries or combinations of the two?

And above all, more devices should be constructed to measure both individual efforts and the cumulative total toward the above enumerated goals. For instance, the effects of Government-financed exchanges should be judged in terms of their direct benefit to Goal 2 (knowledge sharing); its multiplier effect in Goal 3, or the accumulation of knowledge about other countries under Goal 1. Centers should be judged in terms of their production of research, not just the number of specialists trained. The cumulative profile of individually initiated research should be examined to establish supplemental priorities.

The field of international studies has enjoyed a luxuriant and healthy growth period over the past thirty years. The diversity, sometimes bordering on chaos, in the field has been productive, but it seems time to give it a little more deliberate shape. For this we need a great deal of more extensive and more pointed information than we now have. To this end, I would recommend that an earmarked fund be set up which the National Institute of Education would contract out to establish a data, evaluation and diffusion center for international studies. In the meantime, the exercise of the Subcommittee's oversight function will hopefully bring a periodic cross-sectional stocktaking of the kind surely needed.

Letter and Statement of James A. Perkins, Chairman, International Council for Educational Development

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Office of the Chairman

August 28, 1978

The Honorable Dante B. Fascell, Chairman
Subcommittee on International Operations
Committee on International Relations
House of Representatives
B-358 Rayburn Office Building
Washington, D.C. 20515

Dear Congressman Fascell:

I am pleased to submit a statement, as you requested, to the Subcommittee on International Operations for its important and timely hearings on public and private involvements in international education programs. You can appreciate, however, that I do so with some diffidence because of my apparently imminent appointment as Chairman of the Presidential Commission on Foreign Language and International Studies and consequent reluctance to anticipate what its recommendations may be. The work of your Subcommittee and, I trust, of the Presidential Commission should enable those of us who are deeply concerned with international education to make informed recommendations on its future directions.

The breadth of the approach followed by your Subcommittee, as indicated in the very comprehensive outline of the scope of the hearings, is impressive and highly commendable. My remarks focus on only a few aspects of the subject.

First, it is important to define international education and what its objectives should be. Its meaning and goals are and must be different today and in the decades ahead than in the pre-Sputnik period because of the important changes in the international community and in American society and education in the last twenty years.

The international community is today vastly more complex, with over 150 states, 90 more than in 1940. And other entities than states are now involved: the multinational corporations, the many public international organizations such as those in the United Nations system, regional organizations such as the European Communities and the Organization for African Unity, and subnational units -- labor unions, foundations, cities, private associations, etc.

Probably the chief new feature in world affairs is international interdependence. Domestic and foreign issues of United States policy are no longer separate. U.S. dependence on imports for half of its oil consumption is only one example. The fact that one-third of our exports now go to the non-OPEC developing countries links our economy increasingly with theirs.

Without detailing the changes in American society and education, I mention only the increasing importance of ethnic identity and the quadrupling of enrollments in higher education in the last twenty years. The vitality of ethnic forces — the "unmelted pot" — presents critical problems and also avenues for international education (the U.S. is now the world's fourth largest Spanish-speaking nation). That the percentage of college graduates in the American population increased from five to seventeen in the last two decades does not diminish but reshapes international education needs. Various studies have shown that the American people, especially the college educated, are now more informed about the rest of the world, more eager to participate in ongoing education programs such as adult education, and more concerned to apply their talents and time in ways that will affect the society of which they are a part, national and international.

In light of these and other changes in the international community and in the U.S., the content and objectives of international education should be twofold:

1) to educate and maintain a pool of specialists with the competence needed to enable the United States to deal effectively with other countries and the new actors in the world and with the array of issues which have now become international rather than primarily domestic; and

2) to achieve a transformation of society and of the individual so that the educated citizenry recognizes and understands the importance of world affairs and international interdependence and the different perspectives of peoples of other cultures and countries. They must be willing to criticize as well as support the difficult decisions of national leaders on international issues even when these decisions appear contrary to the short-run self-interest of the individual or of the broader society.

The second objective calls for intensified international education efforts on the part of a variety of institutions and at different levels. Especially important in this are our elementary and secondary schools in some 17,000 school districts throughout the country, and the more than 1,000 community colleges which enroll over one-third of all students in higher education. International education should be part of the general education of all school and college students, including the increasing number of adults who participate in lifelong learning. An international dimension should be infused into the teaching of most subjects.

The teaching of foreign languages in the schools has experienced a sharp decline in the last decade and should be strengthened. It should give more emphasis to the major world languages, instead of mainly the Western European languages traditionally taught. Even though about eighteen percent of all secondary school enrollments are in language courses, only a small fraction of students enroll for more than two years, the minimum period for attaining some functional mastery. This situation calls for change. Foreign language teaching in the schools should be explicitly directed towards the two goals of international education mentioned earlier. For young people seeking genuine proficiency, it should provide a usable competence. For students who lack the talent and motivation to become proficient in a foreign language, language teaching should have the primary aim of "deparochializing" through providing a knowledge and understanding of the foreign people and culture involved, or, in Richard Lambert's words, a "transnational empathy."

Because of the essential decentralization of the American school system and the fact that the federal government cannot mandate change in school curricula, it is chiefly up to individual school boards and state education agencies to strengthen international education in the schools. However, as with the introduction of the "new math," the federal government can play an important role by funding the preparation of new curricular materials and special workshops and seminars to retrain teachers to teach the new curricula, by seeding programs having similar purposes at the state level, and by establishing a national agency to encourage and monitor these efforts. Section 603 of NDEA Title VI, the so-called Citizen Education Amendment, should be funded as one means of supporting the in-service training of teachers.

More focused than these general education aims is the second main objective of international education referred to earlier, developing and maintaining international competencies. This involves advanced training and research in foreign languages and international studies. As it would be inappropriate for me to anticipate the recommendations of the Presidential Commission on Foreign Languages and International Studies, my observations on this subject are few.

With respect to foreign languages, concern should be less with numbers of students enrolled and more with the pool of competencies needed by the national interest, which includes government, business, and education and research. Concern should be not mainly with the teaching of languages but also with maintaining and reinforcing language competence because of its rapid attrition. New systems are needed to assess language competence, to reinforce it, and to maintain and monitor on a national basis the competency pool which this nation requires.

A comparable pool or stockpiling of competencies approach should be applied to advanced international studies and research. The shrinking of our supply of persons with specialized training in international security affairs could have grave consequences for the national interest and should be turned around. The pool of competencies approach is especially needed for advanced foreign area studies and research as this is not a single monolithic field with a single product, the area specialist. University centers for international studies are highly diversified in their aims, size, structures, methods of functioning, participating disciplines, and product. Federal and other funding, dwindling precariously in the last decade, especially private, has tended to treat these centers as if they are basically similar, has reinforced the tendency of the centers to focus on a single geographic region rather than to expand their concerns geographically and in terms of issues and output, and has generated a zero-sum competition between them -- one can grow only at the cost of another. The recent report of the General Accounting Office on international studies centers supported by Title VI provides useful background information on these centers, but does not distinguish sufficiently among the different kinds of contributions they make to permit funding on the basis of nationally needed differentiated competencies. This important task is part of the unfinished agenda in international education.

Another important sector of international education, which has been relatively neglected in federal funding and stated priorities, is the international exchange of college and university students and faculty. Only rarely involving direct interchange, it would be more accurate to refer to the overseas experience of American, and sojourn in the U.S. of foreign, students and faculty. My remarks focus on students.

Foreign student enrollments in U.S. colleges and universities, an estimated 220,000 today, have more than quadrupled since 1960, and a continued increase is projected. This is especially the case for OPEC country students who now total 50,000 or one-quarter of all foreign students in U.S. higher education (and the same proportion of the worldwide foreign student population of over 800,000). Other industrialized nations are beginning to limit their foreign student enrollments through quotas and/or higher tuition fees, and a similar tendency may be true in the U.S., not so much as a consequence of national policy (although federal restrictions on foreign student employment affect this) but from mounting tuition charged by the individual institutions.

As demographic trends and problems of unemployed college graduates and Ph.D.s bring decreased American student enrollments at the undergraduate and graduate levels, such problems arise as the unscrupulous recruitment of foreign students to fill places in colleges and universities by these institutions and by professional recruiting agencies, and the impact on graduate programs of having an increasing -- and already significant -- proportion of foreign students among their total enrollments.

Financial pressures on higher education institutions, especially in the public sector, are prompting questions about public investment in supporting the costs of educating foreign students. The long-range benefits of training in the U.S. future leaders in government, industry, and other fields in countries abroad to the foreign relations and economy of the United States may be overlooked in this debate. Nor is there sufficient awareness of the contribution that foreigners should make and are making to the international education and cross-cultural awareness of American students, or of the efforts to maximize this. The international balance sheet on the foreign student presence in American higher education should be assessed on a long-term basis so that important long-term values are not the casualty of short-term frugality. Essential to all this is the need also to maximize the educational and cross-cultural experience of foreign students in the U.S. so that they return to their home countries with an increased and empathetic understanding of American society and its values. The Bureau of Educational and Cultural Affairs of the Department of State has aided in this in the past, and the new International Communication Agency should build on this experience.

Overseas or foreign study by American students is probably one of the least evaluated and potentially most effective strategies in international education. However, while the number of American students participating has quadrupled since 1970 (from about 25,000 then to an estimated 90-120,000 in 1977-78), barely one percent of all American students in higher education are involved. Nor is it realistic to expect an enormous participation as selectivity is needed so that those going abroad are people likely to have a successful experience which through a multiplier effect can have a wide impact throughout American higher education and society. Carefully planned, the experience abroad makes possible a direct knowledge of other cultures and countries not otherwise accessible.

Overseas study is now threatened by the increasing restrictions imposed by other countries on foreign student enrollments, by the rising costs caused by the dollar devaluation and by inflation abroad, by the growing reluctance of American institutions facing enrollment declines to let their students study elsewhere, by the diminution in foreign language study in the U.S. so that fewer students are qualified to pursue their higher education in a foreign language country, and by the limited institutional commitment to and needed staff expertise for facilitating overseas study on the part of American colleges and universities.

Study in another country involves different objectives, modes and problems for students at the undergraduate and graduate levels. For the undergraduate it serves the broader general education aims of international education while for graduates it is typically an important, if not essential part of their developing an international studies competence, whether in a particular language or country or on a global issue. Federal funding of graduate study abroad for American students through the Fulbright program declined by more than one-half in the last ten years, and support from non-governmental sources, especially the Ford Foundation, also declined drastically during this period. Because study abroad is such a vital part of international education, it is urgent that its contribution be more systematically assessed and that appropriate funding be available to strengthen and expand it.

In closing, I think it is interesting to note that other major countries are also concerned about international education in the coming decades. Sweden has already published its report on "Internationalizing Higher Education." International education was discussed at the Vancouver meeting of the Association of Commonwealth Universities (where I recently presented the attached paper).

Your Subcommittee has an important task. So, too, will the Presidential Commission. I am pleased to have the opportunity to contribute to the work of your Subcommittee.

Sincerely,

James A. Perkins

James A. Perkins

JAP:ah
Attachment

Note: This statement was drafted by Professor Barbara B. Burn of the University of Massachusetts and was edited and signed by James A. Perkins.

THE INTERNATIONAL MOVEMENT OF STUDENTS AND STAFF

There are three stages in the development of student and staff overseas education and research. The first is the "free market" or laissez-faire stage where individuals select their own academic and research programs, enter or associate themselves with institutions that will accept them, and are essentially accountable to no one but themselves. This first and primitive stage can be likened to the early automobile in open country--no traffic problems, few "Stop" signs, no policemen and hardly any accidents.

As higher education expanded after World War II and the international dimension of higher education expanded at the same time, and as the purposes of international education became more differentiated and complex, overseas study and research projects became a matter of more than individual concern. They became a feature of both educational and national policy.

On closer examination questions began to arise about both the assumptions and the actual consequences of overseas educational activity. As a result, "Stop" and "Go" signs begin to appear, dangerous curves are identified, and prospective hostels are marked for high standards of bed, board and room charges. Home institutions ask insistent questions about the way their overseas students spend their time. Academic credit is granted only after home authorities receive proof of achievement. Students are interviewed before entrance, language and course requirements are established and enforced, and financial solvency with local employment must be guaranteed. In short, an increasingly complex set of requirements and conditions has emerged to test those who would use the academic highways and to reduce the prospect that individual decisions would do the individual, the university and their societies more harm than good.

We have just described some of the features of Stage Two--known as the "restricted market" where the individual is free to make the correct choices,

choices he may disregard at his peril. But we have by no means completely moved beyond the "free market" stage. The field abounds with the free-lancer who moves on his own, dodges the traffic signs, travels by instinct rather than roadmap, and does not wish to be accountable for his performance to anyone but himself. It would be pleasant to record that our free-lancer accepts the negative consequences of his independence. But, alas, our traveling scholar is all too human and frequently complains that he has been unjustly treated both at home and abroad.

We have not fully entered the "restricted market" era because the guidance is imperfect, the purposes uncertain, the restrictions are full of loopholes, and institutional and national differences vary so considerably as to allow great freedom of choice. However, restrictions are on the increase everywhere. Differential tuitions penalize the foreigner, quotas are an established feature of the landscape, work opportunities and financial assistance for foreign students are progressively reduced and the choice of institutions is no longer entirely free.

We are now moving into a third stage that may well be a consequence of the second. As restrictions, rules, conditions and difficulties multiply, the "planned market" emerges as the natural way to relieve the individual of having to deal himself with the complexities of Stage Two. By "planned market" I mean the emergence of systems and arrangements worked out between institutions of different countries, generally with the blessing of their respective governments. Educational and national goals are established, appropriate preparation and reception is arranged in advance, funding and sometimes measurement of achievement is provided. By systems I mean regional and international organizations that supplement institutional arrangements like the Inter-University Council in the United Kingdom, the Fulbright Program in the United States or the Deutscher Akademischer Austauschdienst (D.A.A.D.) in West Germany.

There remains great freedom of choice for both students and staff but the wave of the future involves more structured arrangements with increased institutional responsibility to which students and staff will become increasingly accountable. Hopefully, this process of organization will not too severely curtail the elan and spontaneity of the current scene. To return to the automotive analogy, we surely need the autobus and the railroad train, but the private car will always have its uses. And footpaths must still be provided for those who wish to reach their destination by bicycle or even on foot.

Having laid the groundwork for the evolution of staff and student foreign experience, perhaps a more detailed look at the scene is in order. Student concerns will be followed by a brief reference to those of staff, with a concluding comment on what is euphemistically called the "brain drain."

First as to students. We know that students seek foreign educational experience for a whole variety of reasons--some educationally respectable, some educationally neutral. We also know that there are a great many of them enrolled in foreign educational institutions. A reasonable guess is there are over 700,000 students studying in countries other than their own. Some go abroad because there are literally no places for them at home. There are 5,000 U.S. students at the Autonomous University of Guadalajara because they could not enter the narrow doors of U.S. medical schools. Some go abroad because their governments find it less expensive to pay their costs in foreign universities than to expand their own.

Some wish to supplement their domestic education by continuing their studies in more sophisticated institutions, or to engage in graduate or professional studies, or to go to a country whose culture they wish to understand. Some are political or social refugees and wish to escape a hostile environment at home. This is a very sensitive problem but many countries make special provision for their attendance. Incidentally, it sometimes seems that governments encourage such an exodus as a way to be rid of troublesome persons.

Putting aside for the moment the controls of the receiving countries, let us consider the distribution of foreign students not only by the factors already mentioned but also by the financial resources available. The OPEC countries send over 50,000 students to the United States and possibly over 200,000 to foreign countries all together. Nor should it be surprising that students gravitate to disciplines and professional programs for which a particular country is well known: engineering and business management in the United States, humanistic studies in France, engineering and the humanities in Germany, and social studies in the United Kingdom. Language is also a great distributor. Students go to countries where they have some linguistic competence. Since English has become the most widely used second language, it is not surprising that the English-speaking countries--the United States, Canada and the United Kingdom--are three of the first four in numbers of foreign students. The UNESCO figures for 1975 report the foreign student population as follows:

RANK	COUNTRY	THOUSANDS
1	U.S.A.	179.3
2	France	119.5
3	Canada	98.4
4	U.K.	49.0
5	Fed. Rep. of Germany	47.3
6	U.S.S.R.	30.6
7	Italy	18.9
8	Japan	14.5
9	Austria	10.3
10	Switzerland	10.1

Some comments on this table are in order. a) The French figure includes about two-thirds from French-speaking former colonies which have woefully few of their own colleges and universities. b) If foreign students as a percentage of total students were listed, the U.S.A. would drop from first to twenty-first and our host country Canada would head the list. c) Finally, the numbers of students reflect not only student choice but availability of places within a framework of ability to pay.

Two additional factors bear on the incentives for overseas study experience. The first is the extent to which a course of study is prescribed by a series of requirements for advancing through a discipline and receiving a degree. A free elective system makes a year or two of foreign study easier to manage. In the United States, we have been passing through more than a decade of free electives and foreign education has been relatively easy. But even so, some disciplines, particularly mathematics and the natural sciences, have retained a tightly prescribed course of study and U.S. students in these fields have remained at home.

The second point concerns employment prospects. Students seem to come to different conclusions as to whether an overseas experience in a tight job market helps or hinders their careers. Some believe that their chances of entry into their own professional schools are better if they stay close to home and personally cultivate their connections. Others believe that the academic records of applicants are so close that an overseas experience might be the deciding factor in their favor. Since there is no hard evidence either way, everyone must make the best guess possible. Perhaps the only thing reasonably certain is the retarding influence of rising costs everywhere and, for U.S. students, the decline of the value of the dollar. But in spite of all this, over 110,000 U.S. students studied abroad during the last academic year.

From the point of view of the receiving country there are also problems. Most countries want a substantial representation of foreign students for a variety of reasons. There is the belief that their own students will become less parochial, that graduates will return home as friends of their hosts, that some of the best will stay to add to the pool of high-level manpower and artistic and cultural talent. For countries facing a surplus of places like the United States and others expecting a demographic decline there may, in time, be active recruitment of foreign students. They may become a source of educational income. Barbara Burn has suggested that in the United States this may amount to almost $700 million. But that time for other countries is not now.

At the present writing, foreign students are a substantial cost to many receiving countries that face a demographic bulge for the next decade or so. As a result, some countries have established quotas for foreign students (7 percent in Germany), announced reduction in numbers (U.K. and France) and even threatened to cut them off entirely (Italy). Others have thought to apply the "head and shoulders" formula (a foreigner must be "head and shoulders" above a native prospect) to teaching assistantships which will directly affect the prospect for foreign would-be graduate students.

There are also cultural problems which can turn into psychological and political problems. Iranian students overseas seem to have a large complement of persons visibly and vocally opposed to their own regime. Since foreign students seem to swarm together, a large block of Iranian students on one campus can be a complicating factor for the local community. Even when relatively quiescent, they can be a hard group to assimilate, with consequent loss of the very values that underlie the whole arrangement.

Now turning from students to staff, we have some similar and some new problems. It has already been mentioned that the world has become a playground for the research scholar. Anthropologists who had been confined to studying native minorities can study more exotic tribes in Cuzco, Ching-mai and Ouagadougou. Teachers, burning their own pedagogical smoke, can experience the exciting novelty of teaching new students with brand-new questions. Scholarly students of social and economic development can leave their ivory towers and try to put their theories into practice. Although few found brave new worlds, the widening of experience, the stimulation of novelty, the new perspectives on old problems--all led to increasing interest in overseas experience.

There are no reliable figures on the scope and content of the outflow of academic talent. An estimate has been made that over 100,000 U.S. faculty members were active overseas in 1975 engaged in teaching, research or development activities--or only 1 percent of the total staff of U.S. higher education. As in the case of students, the numbers continue to grow, showing that in spite of increasing difficulties, "where there's a will, there's a way."

Some problems can be identified. Many are similar to those of students. Lack of funds, inadequate leave policies, constraints of language, the fear of losing one's position on the academic ladder, the lack of the adventurous spirit keep many staff at home. For those who do go,the experience is cumulative--the second trip is easier than the first and by the tenth trip they are full-fledged members of the international intellectual community--sometimes inelegantly referred to as the "international academic jet set." For those who have tasted the heady wine of international comparative study, confinement to one's own campus, or even country, can seem like a restriction hardly to be borne.

The receiving country presents problems also. Research that puts foreign countries under an academic microscope is not a very "lifty" experience for the subjects of the inquiry. They come to resent it unless there is a chance for a reciprocal experience or at least one in which natives are partners as well as specimens. Then there is a suspicion that the examination has political, or especially covert purposes, the whole overseas research process can be destroyed.

When research turns into participation in local economic or social development, the process also becomes tricky. Here the auspice becomes decisive in order to establish a purity of purpose, a concern for the people to be aided, a willingness to work in harness with native colleagues, and a proven objectivity and insightfulness in reports on findings. Better to work quietly under the umbrella of a respectable native institution than to exercise visible leadership, however brilliant, a style not easily acquired by very successful scholars at home.

For those who would "gladly teach," particularly for those who look for permanent positions in other countries, there are some hurdles. Short-term assignments for a quarter or semester present fewer difficulties but permanent positions are most frequently closed to foreign scholars except in the United States, the United Kingdom, West Germany and a few others. In most countries the professor is a civil servant, a post from which noncitizens are almost always barred. Efforts to liberalize and better arrange have grounded on the shoals of a diminishing job market. In a few cases, like the teaching assistant in Ontario, an appointment may be made if no competent native can be found. Rumor has it, however, that where there is a real readiness and desire to appoint a foreign teacher, ingenuity has risen to the occasion. To reveal the means would endanger the laudable ends, so we shall turn to the special problem of the "brain drain" or the movement of talent from less affluent and smaller countries to larger and richer ones.

For developing countries, and even for some developed ones, the movement of highly trained and scarce manpower to other countries assumes the dimensions of a large public problem. Now referred to as a "brain drain," the loss can be as severe as the loss of capital, and perhaps more so. For the developed country it may involve a complicated social problem of digesting a foreigner with a different culture. Here we repeat the problems of the student, with the great difference that the professor has his professional career at stake while the student, in most cases, plans to return home.

There is no way to remove the tilt towards the large affluent countries for posts in universities, hospitals and the like. The attraction is permanent and ineradicable. But the advantage can be and must be offset by vigorous measures to make more attractive the academic ambience of the home country, to have the obligation to return certainly on the part of the undergraduate student, and to grant graduate fellowships on the promise of return.

The international movements of students and staff are the results of tides in the affairs of educational and public policies, as well as changing aspirations and opportunities. On these tides students and staff range the world seeking ways to improve their knowledge and their training. Their numbers increase, their interests diversify, and the problems of their accommodation become painfully visible. But the tide increases and produces its own resistance. Efforts to eliminate barriers only increase the demands for countervailing measures. But the tide sweeps on, bypassing obstacles, rationalizing systems to make the currents more and more constructive and with less and less human wastage. The growth of the international intellectual community can scarcely be resisted. Do we really wish to?

STATEMENT OF FRANCIS X. SUTTON, DEPUTY VICE PRESIDENT, INTERNATIONAL DIVISION, THE FORD FOUNDATION

The comments which I can supply to supplement the other material that Mr. Howe is providing[1] derive from the Ford Foundation's long participation in the effort to build up international education in this country and from observations of the current international scene.

It is easier to feel that we should, individually and as a nation, be more international in our education and outlook than it is to perceive what are feasible aspirations and how we might best attain to them. In the years after World War II we felt a sense of responsibility for understanding better and acting wisely in a world in which we were conscious of possessing formidable strengths. More recently a sense of vulnerability has grown. We know that our lives depend upon an international sanity that will keep the mushroom clouds from rising, and it slowly penetrates even the more remote crannies of our national consciousness that $45 billion of oil imports and 7% of our GNP arising in foreign trade mean that the United States now shares in external dependencies that other nations have longer or more acutely felt. A few years ago much of the world appeared underdeveloped and poor, and in need of our benevolent concern. It was seen as a threat only in the potential that it might fall to Communist influence or control. Now some of the developing nations are oil-rich; others are disturbing in the violence, repressiveness, or international truculence they display; still others advance rapidly in industrial activity that begins to appear as worrisome competition to American jobs. But more sense of concern does not assure closer attention or engagement. From a time when we felt perhaps too much involved with some of these countries through large aid programs and resident missions, we have fallen back to much thinner and looser relations; particularly with the "middle income" countries we have much reduced contacts and means of relating to contemporary developments.

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[1] The material provided by Mr. Howe of The Ford Foundation is contained in the subcommittee's files.

Perceptions that the external world has great consequence for the way we will live in the future urges us towards action when we feel them. And it is evident that appropriate action requires: 1) knowledge and understanding of an immensely complicated, varied and changing world; 2) the capacity to put this knowledge and understanding to effective use through leadership and professional skills; and 3) in a democratic society, enough diffusion of understanding to support the institutions and leadership through which we must act.

None of these requisites comes easily and they have inter-twinings of important and delicate sorts. The Report from fifteen university presidents on "Research Universities and the National Interest" dwells with a mixture of satisfaction and concern on the strengths of resources in international studies that our leading universities now possess. These strengths are the product of some decades of efforts by students, scholars, university leadership and funders both private and public. In the essay the fifteen presidents devote to international studies they argue the indispensable role of these resources in meeting the nation's need for understanding the wide world and the support that will be needed if they are to be kept strong. Financial support from the federal government is properly stressed, but reflection on the past makes clear how much else we will continue to need.

The remarkable growth of international studies in American universities since World War II could not have come about without the conviction of very numerous and diverse Americans that these studies are important. From the standpoint of a Foundation that has put more than $300 million into this growth there is ready awareness that it has taken money. But money would not have been spent if university presidents and deans and their trustees had not shared with Foundation trustees the conviction that our universities needed to be more vigorously and competently international in their work. Foundation funds were complemented by funds the universities had to find from other sources. They typically did so by giving priority to international studies among many choices that were before them. The use of state funds by the leadership of our great state universities to establish faculty positions has been particularly impressive - the backbone of international studies in the state universities has come not from private monies or federal support but from state legislatures. But the provision of means for international studies would have been of no use if there were no takers for them. There had to be scholars who were ready to devote their lives to the study of distant things, others who wanted international learning for some professional purpose, and still others who simply wanted to make foreign lands and peoples a part of their general education. I stress the importance of this combination of commitments and convictions on the part of many people because its maintenance will certainly be essential to any sound continued development of international studies and education in this country. The main burden of these comments will go to the conditions for maintaining the necessary motivations.

In a nation that has firmly tied teaching and research together, the scale of opportunity for research and scholarly activity depends heavily on the student interest particular subjects arouse. Nowadays, amid talk of Ph.D. gluts and declining cohorts of the young, there is concern that the needs for stronger international studies and wider international education may be thwarted by fewer students in the classroom. The decline of the study of foreign languages is not only a discouraging suggestion of our parochialism or intellectual laziness. It also threatens careers of those who have committed themselves seriously to the study of foreign languages and cultures. Similarly the numbers of young people who bravely set out to be Asian specialists may be fewer than we need if they must expect to "pay their way" by filling university classrooms with people, young or old, who want to know something of Asian civilizations, (or are pushed towards them by requirement that they include something non-Western in a degree program).

This set of interactions - between university staffing in area specialities or other international subjects and the level of instructional need looks more important and confining than it did a few years ago. How close such a relationship ought to be is one of the deeper questions of national academic and research policy. It seems obvious that higher education should neither ignore nor slavishly follow the signals of student demand or employment opportunities. A closer judgment gets more difficult but as long as we conceive universities as creators of new knowledge they must reach beyond evident instructional responsibilities. In international studies as in some other fields, notably in the sciences and mathematics, our society has looked to the universities for new knowledge that could not be as readily and reliably cultivated elsewhere, and recognized that without resources beyond those evidently required for instruction, the desired results would not be forthcoming. It is notorious that the study of exotic places and uncommon languages involves costs out of proportion to the number of students served and indeed some more wide-ranging analyses of the costs of maintaining international studies have indicated that they generally share with the sciences a costliness in proportion to the student service they provide. Even if we are successful in stimulating fresh and strong international interests among students we seem clearly headed into a period when the relative importance of the university's function in the search for new knowledge and its application is likely to grow. The Report of the 15 university presidents thus urges maintaining what they call the "infrastructure" of international studies as a basic intellectual resource for the nation; the need for it does not rest narrowly on the training provided for new academic specialists.

The substance of the research that will be needed from the universities is certainly varied. In recent years an increased emphasis on problems of international security and international economics has led the Ford Foundation and others into increased expenditures and we think it will be important to maintain studies of such problems strongly in the years ahead. But this does not mean that the close and expert knowledge of particular foreign areas that has been provided by scholars and centers devoted to these areas will diminish in importance. The security of oil supplies, for example, depends on much more than the international market arrangements; it depends critically on internal conditions in supplying countries which we must try to understand and anticipate as expertly as we can, Likewise the current interests in human rights and the observance of basic freedoms in different parts of the world requires understanding which must be specific to particular areas.

The level of student interest in international studies in coming years will certainly be stimulated by an abundance of active research efforts in our leading universities. The paucity of course offerings and qualified teachers is rightly blamed for the small fraction of American college graduates who have had any significant international study behind them. The improvement of exposure does not in itself assure a lively student response, though it is certainly one of the necessary conditions. Indeed, we must constantly recall that the arousal and maintenance of a serious interest in foreign and international matters is not easy. The distinguished Swiss writer, Max Frisch, tells in his Diary of a flight he took not long after the Second World War that set him reflecting how distance made it possible for men to drop bombs and maim or kill people they could not, face to face, injure. He credits our incapacity to keep a vision of distant people steadily in our minds for this war-making capacity, and finds corroborating evidence in how difficult it is to maintain an active friendship over distance and long separation. There is indeed a human predilliction to attend to what is immediately before us; and thus vivid awareness of anything distant or absent requires imaginative and disciplined effort. The abundance of communications and the frequency of international travel now give far better opportunities for personal experience of the foreign or exotic things than we used to have. But the necessity of special effort to conceive their reality makes an internationally enlightened citizenry an achievement that must have serious and continuing attention.

The components of such effort on a national scale are many and extend well beyond the domains of higher education. (It seems particularly regrettable that the immense potential of television is so poorly exploited in this country for these purposes; beyond a WGBH series on public television it is difficult to think of a regular television series devoted to the international scene.) But confining myself in these remarks to higher education, direct and recurrent exposure of scholars, advanced students, and specialists to foreign areas and the conduct of international affairs plus an environment at home in which interests in these areas and affairs is regularly kept alive seem to be indispensable bases of lively international education. It has sometimes been felt that the area study centers which were developed in the last decades may have suited a particular time of need and now can be let dissolve into the disciplinary and other structures of the universities. But it is not easy to maintain a lively concern with, say Asia or Africa or the developing countries in general, without some focus like an area study center, where the pervasive attractions of things close at hand are kept secondary. Similarly the interests of those making professional commitments to international studies as teachers and researchers need to be sustained through regular contacts with people and places in their areas of interest. The requirements for doing so are that there be opportunities for travel, for foreign visitors, and for the pursuit of research projects in many fields of interest. In the comprehensive review of language and area studies that Professor Richard Lambert conducted under SSRC auspices a few years ago this need for continued refreshment of interest and expertise, particularly where difficult foreign languages are involved, stood out as one of the needs unsatisfactorily met. Without keeping the interests and competence of our international specialists vigorous and fresh, we are not likely to have the radiation of interest which will attract more students to acquire an international education.

The necessary means for achieving this steady and lasting attention to international subjects and foreign areas extend beyond our great research universities. The maintenance of the resources of these universities in area studies centers, library resources, and other research facilities are essential. But there is also a need for opportunities that will be available to established scholars and aspiring new ones throughout the country. The program of fellowships and research awards which has been maintained through the joint area committees of the Social Science Research Council and the American Council of Learned Societies is one such resource that needs to be sustained, and I may add that the Ford Foundation has been happy to be in partnership with the National Endowment for the Humanities in doing so. Other organizations, such as the International Research and Exchanges Board for Eastern Europe and the USSR, and the Committee on Scholarly Communications with the Peoples Republic of China serve similar functions for their particular areas. The call in the Report of the 15 presidents for the establishment of a national program of fellowship and advanced study awards in international studies expresses a widespread feeling that the opportunities that are now available are much less abundant than the national need suggests. Since they are fewer than some years ago, it seems hard to disagree.

These comments are in a broad sense conservative. They, like the Report, call attention to resources we now have that need to be sustained if we are to broaden and deepen the capacity of this country to know and react to the international world in which we live. They offer the comfort that we have a strong base for doing what needs to be done, but also the spur of concern too, that the base will not hold unless we sustain the commitment that brought it into being.

STATEMENT OF VLADIMIR I. TOUMANOFF, EXECUTIVE DIRECTOR, THE NATIONAL COUNCIL FOR SOVIET AND EAST EUROPEAN RESEARCH

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July 27, 1978

Statement on International Education for the Subcommittee on International Operations of the United States House of Representatives

This Statement is in two parts. The first part (following I. below) concerns advanced research in international studies at academic centers and the critical role it plays in all aspects of international education. It is an individual and personal statement by the undersigned.

The second part concerns the formation and purposes of the National Council for Soviet & East European Research and pertains directly to item IV, A. "Research and Development Programs for Foreign Policy and Defense" of the outline for the Subcommittee's hearings of July and August 1978. It consists of the attached Public Notice, which has the formal approval of the Trustees of the Council and may be considered official, and of the supplementary text (following II. below) which has not been submitted to the Trustees and must therefore be considered the individual statement of the Council's Executive Director.

I. Centers of Advanced Research on Foreign Societies: A Federal Program of Institutional Grant Aid

Introduction

Within the much broader issue of a general decline of international studies in the United States, there is a particular problem of the crisis of academic centers of advanced research on foreign societies. This statement addresses the latter issue and advocates a program of institutional grant aid.

The distinction drawn here is between instruction and research. Though its funding is inadequate, and it has other weaknesses, there is an existing, functioning program of Federal support for university centers of instruction in foreign languages and areas. But there is none for centers of advanced research. Indeed, the Office of Education explicitly prohibits the use of its funds to support

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research on foreign areas.*

A Critical Decline in Support

In the absence of Federal support, academic centers of advanced research on foreign societies have traditionally depended for their existence on two primary sources of support - their home universities and foundations. In the years immediately following the end of World War II private foundations recognized the national need for such centers of advanced research and generously funded their establishment and work, in fact they provided almost all of their nonuniversity support. The Ford Foundation alone committed about $135,000,000 to international studies in the five-year period 1965-1969, most of which went to research. After passage of the International Education Act, and in expectation that the Federal Government would provide sustaining funds for research centers under the provisions of that Act, foundation support for the centers declined rapidly after 1969 to the point that today it is nearly nonexistent. The loss has been on the order of $15 to $20 million per year overall, and for some of the larger centers foundation support has dropped from peaks of some $300,000 per year to zero. University budgets, already strained to the utmost by rising costs and the need to sustain their core instructional programs, have not been able to make up the difference.

As a consequence, the withdrawal of foundation support is having a devastating effect on centers of research, in the absence of appropriations for the International Education Act and no compensating Federal support program such as NDEA/NDFL. American university centers of advanced research on foreign areas are in crisis. All across the country, research programs, research libraries, supporting staff, and facilities for the most advanced knowledge of critical foreign areas are being cut back. Research centers, including some of the nation's largest and best, are facing extinction. Some funds trickle through, but this occurs through heavy diversion of time and energy to fund-raising, and funding is intermittent, narrowly focussed, and cannot sustain the national competence. USOE funds are used to support research libraries to the extent that instructional materials can be made to serve the research function. Where NDEA Training Centers exist, and where they coincide with research centers (which is not always the case), overhead money from NDEA grants frees morsels of other funds for substitute purposes. There are a few faculty members paid under NDEA who are not language teachers, some of whom engage in some research. Individual grants, contracts, and consultancies sometimes provide a margin over their costs in supplies or clerical help. It is a starvation diet and the patient will predictably die.

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*The full language of the prohibition reads as follows: "OE funds may be used for the development of the instructional program, permitting the recipient institution, for example, to accelerate plans for hiring of new people to round out existing staff resources, to increase its rate of library acquisitions, or to develop or rework curricula. They may not, however, be used for the purchase of equipment, for student aid, or for research, and publication programs." (emphasis added) The excerpt is taken from the "Announcement and Guidelines for NDEA Title VI Modern Foreign Language and Area Studies Centers" 1976. OE does support research on the teaching and learning process under NDEA Title VI, but not on the substance of foreign areas.

Why Support Research Centers?

If America's centers of advanced scholarship on foreign societies close, the nation will lose its main source of nongovernmental expert knowledge of foreign areas, the best private talent will leave the field, and the development of new talent will shrivel. If the present trend is unchecked, the United States will lose foreign competence. As we become more interdependent with foreign states, as our global access is increasingly restricted, and as our interests abroad are more widely challenged, we need the national resource of foreign area research centers more than ever before.

The involvement of the national interest in the survival and effective operation of academic research centers on foreign areas has already been recognized by Congress in Section 101 of the International Education Act. On a continuing basis, the centers acquire and make available the information, provide the physical facilities and trained help, and assemble the critical masses of individual skill and talent to create and extend the nation's knowledge and its comprehension of foreign societies. They help disseminate that knowledge and constantly review and update it. They provide and maintain the pool of personnel skilled in the use of that knowledge on whom the nation constantly draws in the conduct of our relations with the rest of the world. They retrain and sustain our educators and practitioners from all walks of life including our journalists, businessmen, government officials, and scholars, all of whom come to these centers periodically to refresh and renew themselves through their own research and that of others.

These centers constitute the apex of the empire pyramid of international education, and without them much of that effort would be wasted. They provide the data, the analysis, the interpretation, the books, and journals, the content, concepts and curriculum, and much of the personnel for the nation's international education. Ultimately, they determine its quality.

They are also the locus, outside the government, of the most informed analysis and interpretation of this nation's global position and the position of other nations in the world. As such, they provide new perspectives on foreign and domestic affairs and an essential source of challenge of accepted truths in a rapidly changing and complex world.

As in most areas of advanced research and analysis, United States research centers lead and service the world. For centuries, foreign societies have borrowed large parts of their perception of reality from the West and, in particular, from the United States. As other governments suppress critical thought about their own societies, America's centers have become an international, as well as a national, resource. Their threatened closure would be a major loss. Some dedicated individuals would, of course, continue to push the frontiers of knowledge. But many, isolated and deprived of time, materials, and the ready stimulation of fellow specialists, would shift the focus of their efforts. In particular, able new recruits would shun the field. Indeed, that is already happening. As America becomes more interdependent with other societies, it can ill-afford a dimming eyesight and a growing speech impediment in understanding and interpreting other areas of the world.

Elements of a Program of Institutional Grant Aid

Comprehension of a foreign society, and true competence for the application of that understanding to issues of national interest, require knowledge of all aspects of the society, its languages, arts, literature, history, culture, and geography. It is not enough to know only its current politics, economics, and military might. That essential knowledge is the intellectual capital of the academic community and it comes through scholarship, which means research. Welcome, and even essential as it is to the financial and social welfare of research centers, contract research on foreign policy or other topical issues ultimately draws down that capital. The focus narrows, and the issues change too quickly to sustain the kind of comprehensive knowledge of all societies outside our own, that the nation must have. Consequently, the program should be conceived as an investment in the capital to maintain it; i.e., the program should support research on foreign societies in all disciplines.

At least initially, and until proven by practice, the program should be designed to sustain, but not to expand existing capability greatly. In particular, it should prevent the kind of catastrophic damage that is in prospect and, once done, would take a decade to undo. Moreover, it would be unhealthy for academic centers of research to be wholly dependent on the Federal Government. They should be expected to seek and receive support from other sources such as contracts, consultancies, project grants, sponsoring universities, and private charibable contributions. But there is no basis to assume that the national capability will survive on those sources of support alone. Thus, the program as a whole, and individual grants under it, should be scaled below sole source of support levels. As the top of the total national program for international education, it should also be in reasonable proportion to federal assistance to that effort.

The program would not, and should not, duplicate other existing OE support activities, particularly those under NDEA Title VI. Aid under the program should therefore be limited to the following categories of research costs:

Released time for research: payment made to the home institution of faculty members to release them from teaching responsibilities part-time during the academic year to engage in research.

Research fellowships: stipends, normally for one-half or less of full salary, for postdoctoral research by faculty on sabbatical or special leave, and by others, including specialists from nonacademic pursuits such as journalism, business, and government service; also, on a limited scale, for completion of doctoral dissertation research.

Library: for the acquisition and servicing of research materials so specialized that they are not normally acquired for general education by university libraries.

Dissemination costs: to assist in the preparation of manuscripts of monographs and other products of research for dissemination, e.g. typing, editing, indexing, preparation of graphs and charts, etc.

Essential support personnel: salaries and fringe benefits for library, administrative, clerical, and student staff servicing the advanced research function.

Equipment, supplies, communications: acquisition, maintenance, repair, replacement of office equipment; purchase of supplies; telephone, postage, and duplication costs; in support of advanced research.

In the national interest, and as an essential part of any program in support of international education, centers of advanced research require Federal funding. The entire program might approximate the cost of one military aircraft, and render it unnecessary.

II. The National Council for Soviet and East European Research

The attached Public Notice of March 10, 1978, describes the Council and its 1978 program, please refer to it for a full, official Council statement. The Subcommittee's schedule does not permit submission of what follows to the Council's Trustees for approval and must therefore be considered the individual statement of its Executive Director.

Briefly, the Council is a newly incorporated, not-for-profit academic body which will sponsor advanced social science research on the USSR and Eastern Europe, mainly through research contracts with American universities. The Council has been formed with the assistance of the Presidents of a dozen major American research institutions and in response to an initiative of the Department of Defense. Secretary of Defense Brown has allocated $500,000 to the Council from current Fiscal Year funds, the Department of State has allocated $50,000, and the Council hopes to receive funds from other Federal Departments in the future.

The Council has given itself three long-range objectives to fulfill: 1) to provide information, interpretation, and policy recommendations to the Council's funding agencies; 2) to check the national decline in post-doctoral research on the USSR and East Europe; and 3) to help ensure the development and availability of a cadre of highly competent professionals in the field to step into the shoes of the post-war generation of specialists.

Subject areas of research to be sponsored by the Council will be formulated in close consultation with its funding agencies. The scholarship of the Council Trustees will ensure that the subject matter will be formulated to be researchable and to accord with the legitimate concerns of the academic community as well as the Council's broader objectives. Thus, the Council was not created to be a substitute for direct contracting by Departments for precisely defined research.

As an intermediate academic body it will, however, be in a position to enlist the commitment of fellow scholars to a high quality, systematic and coherent national research effort, formulated in consultation with Departments and relevant to their interests. It will also facilitate direct contact between scholars and their counterparts in Government; it will add to informed opinion in the United States and elsewhere by supporting skilled inquiry and encouraging the dissemination of findings; and it will help sustain and advance analysis of the USSR and Eastern Europe as a high and valued profession in the United States.

Needless to say, the Council's Trustees and its Executive Director would be glad to discuss the work of the Council with interested members of Congress, should they wish.

V I Toumanoff

Vladimir I. Toumanoff

STATEMENT OF ADM. STANFIELD TURNER, DIRECTOR OF CENTRAL INTELLIGENCE ON INTERNATIONAL EDUCATION PROGRAMS

The Central Intelligence Agency has historically maintained a Recruitment Division whose sole function is to provide a continuing supply of highly qualified applicants, involving many disciplines, for Agency employment consideration. This recruitment activity is carried out regionally across the United States which ensures a population that is national in character. We maintain field offices in Austin, Boston, Chicago, Denver, Los Angeles, New York City, Pittsburgh, and San Francisco. Several recruiters based in Washington, D.C. cover southern and certain eastern states. In addition, we maintain a walk-in office in Rosslyn, Virginia. Our recruitment activity is completely overt: our recruiters identify themselves as CIA representatives and carry CIA credentials.

Most of our professional applicants come from college campuses. Our recruiters maintain close contact with college placement officials and, through them, selective department heads and graduate school advisors. Recruiters also are authorized to place advertisements in college publications for recruitment purposes.

The Agency attracts top-quality applicants. In FY-77, 56 percent of our new professional and technical employees had Bachelor Degrees, 25 percent had Master Degrees, and 12 percent had their PhD's. Also, in a survey conducted at three different periods, the most recent group of applicants attained higher to significantly higher scores than did their predecessors on tests which measure aptitude, interests, and intellectual ability.

It is conceivable, however, that we have been the beneficiaries of a temporary glut of talent, which has resulted from depression in the academic employment market. As I understand, the experience of this falling demand is compelling some institutions to terminate some of the programs in which we are most interested, for example, programs of training in foreign languages and of education and research in regional studies. As a corollary of that development, I am also told that many of the better students have re-examined their education objectives and are moving into fields, such as economics and the law, where they expect the employment prospects to be more promising. Naturally, I have nothing against economics and the law, but this Agency, along with some other parts of the Intelligence Community, will obviously suffer if the pool of young scholars to which it looks to fill some of its most critical talent requirements is diminished in quality or depleted in quantity. For this reason, I have a special interest in supporting your effort to improve the quality of international education.

One area of concern is the dwindling number of applicants and new employees with foreign language proficiency. At this time, CIA is experiencing difficulty in staffing positions which require foreign language-qualified personnel. As older linguists retire, they are being replaced by employees who lack comparable skills, both in terms of proficiency (i.e., approaching native or bilingual skills) and numbers of different languages known. We suggest, therefore, an increased emphasis on foreign language instruction.

A lesser problem, but one which affects broad areas of the Agency, is a deficiency on the part of many new employees in written and verbal communication. Our training workload, which includes courses in briefing and writing--both basic grammar review as well as style and structure--suggests that these fields could receive more attention in high school and college.

In conclusion, the Agency is able to be highly selective because we receive a large number of professional applicants. Phi Beta Kappas, cum laudes, and magna cum laudes are not uncommon. A goodly number of liberal arts honors graduates are turned away each year. They simply are not competitive with applicants who have more distinguished academic records, plus related work or military experience. We, in the Intelligence Community, have been fortunate in being able to recruit highly competent, well-prepared new employees. Because this has been the case, I believe we have maintained, and even improved, the quality of our analytical staff in recent years.

STATEMENT OF WILLIAM A. VORIS, PRESIDENT, AMERICAN GRADUATE SCHOOL OF INTERNATIONAL MANAGEMENT

PREPARING FUTURE EXECUTIVES FOR THE INTERNATIONAL JOB MARKET

We are hearing much today about the role of multinational corporations in world affairs. There is no question but that these great transnational organizations will continue to assume a growing influence on war and peace, prosperity and depression. Unquestionably they face increasing hostility and distrust, both from their home countries and the countries in which they operate worldwide.

The men and women who assume leadership of these all-pervasive organizations must essentially be different kinds of persons from those who run domestic organizations. They must couple their knowledge of international finance, marketing, accounting and human behavior with a sincere empathy for other cultures and peoples, and they must obtain conversational levels in appropriate second and third languages. Contrary to popular belief which touts the glamour of foreign assignment, working and living overseas is a very traumatic experience. The excitement and adventure of a new environment tend to fade after about six months and then frustration, and often boredom and disappointment take over. Obviously it is a major mistake for a multinational corporation to send an executive and his family into a foreign operation without carefully preparing the whole family for the experience. It is very costly to send these people overseas and then have to send them home within a very short time because of their inability to perform and the resulting unhappiness and frustration. It is possible to prepare executives for overseas assignment. The needs to meet the many complexities of an overseas assignment are clear:

1. A depth of knowledge of fields of expertise ---The old days of sending the least prepared and most dispensable executives to the international post are long behind us. Companies are aware of the abilities needed by their people overseas. So much is expected of them: if they are sending an engineer he must be a well-trained and educated,successful practitioner of engineering at his home base. If he is a sales manager, an accountant or an architect the same holds true---he will be under the constant scrutiny of the customers and competition in the host nation. He will have to prove his expertise again and again.

2. Knowledge of the politics, culture, religion, and economics of the region where the executive is assigned---for example, if he and his family are going to the Arab world, it is absolutely necessary that they understand the influence of the Muslim religion on the thinking of their host nation. They must understand the power of Muslim law in contrast to the law by legislation that's so familiar to all in the western world. When going to a socialistic country, a thorough knowledge of the tenets of socialism is vital. Even when going to some closely related environment such as Canada, England, The Netherlands, or Mexico, a knowledge of the customs and culture are essential because they, too, are different. It's far too easy to be lulled into a sense of security if someone is

speaking English to you. The plain facts are that even in Britain and Canada the people have different values than those of people in the United States. That must be understood.

3. A detailed conversational knowledge of the language of the country where domiciled---This is one of the most controversial and maligned of the requirements for international living. Americans tend to have an aversion to learning a second or third language and there is a widely held feeling that Americans do not learn other languages easily. The knowledge of languages is so significant that it's worth discussing further in more detail.

There are two current myths widely circulated and believed among American executives; one is that English is the language of world commerce, hence that's all Americans need to know to get the job done anywhere in the world. The second myth is that the wisest thing to do in any country is to hire foreign nationals of that country to run American operations there and to get all the Americans out as soon as possible. It's interesting that some of America's greatest multinationals have this policy.

Concerning myth number one, there is no question that English is a widely used language. Smatterings of it are heard worldwide, but it is an extremely difficult language, so we tend to assume that much more knowledge of it exists than really does. It is pretentious of us to demand that our customers, employees and peers in foreign nations conform to our custom in language. It smacks of the old colonialism, which has left festering wounds around the world. Also, even though we may be able to talk formally in

English at a bargaining session or sales meeting, it is the animated conversations in the other language going on around the table which we should really be tuned in on to get the true meaning of the situation. This has happened to me personally. I was in Saudi Arabia talking over a joint program between American Graduate School of International Management and the Institute of Public Administration in Riyadh. The Dean and faculty there had a fair command of English, but my knowledge of their particular Arabic was meager, so again and again I was left sitting, while they lapsed into animated discussion about the pros and cons of the case.

The major warning to take to heart is don't presume you have an ally in the group just because he speaks fluent English and is western educated. Chances are once he lapses into his own language, his own culture takes over in his thinking. As an interesting example of how to use the knowledge of language, the late King Faisal of Saudi Arabia, who understood English very well, stated in an interview I had with him several years ago that he preferred to use an interpreter from English to Arabic. I asked him why he preferred this rather than speaking in English when he was talking with an English-speaking person. He replied that by using an interpreter he could listen twice to the same question, thus giving him more time to phrase an answer.

The point of all this is that English is a widely used language and it is possible to get by in some places, mainly in Europe, but Americans' inability to use the language of their clients, customers, friends, and even adversaries in other countries puts them at a definite disadvantage in competing with their rivals who do have detailed knowledge of the language. For instance, the Japanese are probably the chief rivals of the U.S. in the

Far East for markets and have made a remarkable advance in learning the language of their customers and of course their competitors. Obviously it has paid off.

Concerning myth number two, many American multinationals have felt that since they did not have Americans who could speak the language of some countries the best thing to do would be to hire all foreign nationals and turn everything over to them in their country. This works quite well in many instances. In my view, however, it is very dangerous. We have all seen examples of this problem with some of the horror stories that have appeared the last few years about American firms dealing with foreign intermediaries. One of the classics is the Lockheed debacle with Japan.

Yes, the foreign national placed in charge of the company's operations in his country does know the language and understands the customs of the country. But the problem is, how is he representing the company? What does he know about the United States? What does he know about scientific management or marketing? Can he communicate well with the central office in New York, Chicago or Houston? What is his understanding of the company's mission, goals, objectives, history and tradition? Does he understand American standards of performance, efficiency, morality and ethics? Do his basic loyalties lie with the company or with his family or with his country? And finally, how authentic is he? It's so easy to hold oneself up as being an expert and as having high level contacts. How often have companies been burned by this in the past?

Please don't misunderstand me, American companies must and will use foreign nationals; but what I am saying is that there must be an American presence in all foreign installations, an American who not only knows the company but speaks the language of the country and understands its traditions and customs. I'd say the same thing for a Japanese company, a Dutch company or any other.

In addition to the foregoing there are other telling arguments for preparing executives in the language of the country where they will be living and working. If an American executive and his family come into a foreign nation and show that they have made an effort to learn the language, and if they continue to try to perfect that language ability, this creates a peer situation. The host country nationals do not feel the executive is there to lord it over them as the superior English speaking manager. The fact that the executive and his family took the time to attempt to learn the language shows to the host nationals an interest in them, and their country, and a respect for them and their customs.

For the executive himself, a knowledge of the language gives him a confidence which he would not otherwise have. He can more readily move into a new environment and meet situations which arise. He feels less an outsider and more a part of the environment. Probably most important, he truly will understand the way of thinking. Language is more than words--it is an expression of culture and philosophy.

It's just not possible to completely understand the Japanese or the Arabs unless you have some knowledge of their language. To the Arabs language is extremely important, much more important than English is to the Americans. They exult in it. They love to recite poetry. People who have extensive knowledge and understanding of classical Arabic are held in high esteem. Finally, if an executive has a good command of the language, communication with employees, customers and government is more effective.

In summary, if a multinational company wants to prepare its executives and their families properly to insure against expensive attrition and to guarantee optimum performance, a careful plan of education, training and development should be established. An executive should be well versed and up-to-date in his field of expertise. International dimensions should be added to his field. If he is a banker, an architect, or an accountant, he should be taught the international implications, aspects and technical variations of these particular fields before he goes. He should be immersed in the religion, culture, politics and economics of the area of the world where he will be sent. Much of this could be done through extensive reading, but nothing takes the place of face to face instruction by someone who has expertise in these fields. Most important, the executive and his entire family should be given as much instruction in language as they can absorb in the length of time that's necessary. If these areas of concentration are conscientiously covered, the chances of success in a foreign environment are as near to being insured as is possible.

Implications for Higher Education

In 1975 American Council on Education, with the aid of a grant from Exxon Education Foundation, established a task force to study the needs of the international business community and determine the ways in which higher education might respond to these needs.

In 1976 the eighteen-person task force, of which I was a member, plus ten members from the business and government operating task force were asked to participate in a Delphi process, the purpose of which was to permit them to arrive at a consensus on a number of questions regarding the types of international skills which are needed by business and the best timing and manner for imparting those skills to the individuals concerned. A questionnaire was sent out to all twenty-eight participants. Their responses were consolidated and the results returned for each to see how the others had responded, and to share the reasons for these responses. In such a manner, each participant was "educated" by the other participants who may look at each question from another point of view, based on different experiences or on a different disciplinary outlook. The second-round results were similarly consolidated and returned to all participants for a third iteration.

The results of the Delphi Process indicate that: (1) the number of overseas managers will not be decreasing; (2) a very high percentage of all U.S. business managers, at all levels and in all types of companies, whether or not they have international operations or are directly engaged in exporting, have need for knowledge of international business; (3) there will continue to be a growing need for both specialized and generalist types of international business skills; (4) "solid" training in one of the functional fields of business should be understood to include the international aspects of that field; and, (5) most of the generalist skills in international business are preferably taught in universities, while most of the specialist skills are best learned in executive development programs or on the job.

On the other hand, the research showed that: (1) nearly two-thirds of the presidents and chairmen of the largest international firms are guiding those companies without having had any experience in the international divisions or overseas; (2) of the other one-third who had international assignments, only 7% felt that their university training had helped to prepare them for those international responsibilities, and only 11% had attended executive development courses with international content; and, (3) of the younger group of 73 managers surveyed in eight large international companies, only 27% had had international courses at the university and only 30% had attended executive development courses with international content. But most importantly, only very rarely did the international management development training coincide with international assignments so as to be purposeful in helping the individual to be better prepared to carry out his international responsibilities.

Consequently, every effort must be made to get companies to send their managers to specialized international management development programs prior to their being assigned international responsibilities. Unhappily, this is unlikely to have any degree of success.

Therefore, the Task Force concludes that:

(1) Companies must be encouraged to internationalize their in-house management development programs;

(2) Management development programs in general must all be internationalized; and

(3) Most of the responsibility falls on the universities. The generalist skills should be taught there. However, given the practices of content and attendance at management development programs, most of the specialized international business training must also be taught at universities, or the burden will continue to fall on the individual to learn it on his own, or on the job through expensive trial and error.

Role of Federal Government

Clearly this implies a large degree of responsibility by the federal government in supporting programs aimed at increasing international understanding, cultural awareness, language skills, and international business skills. The negative balance of trade and related fall of the dollar against other currencies only seems to emphasize the importance of developing a strong international business sector leading to increased exports and more competitive marketing of our products abroad.

As stated earlier, the higher education community has a major responsibility for providing the education and training necessary to produce managers capable of administering successful international programs. Because of local political and economic realities, however, universities and colleges have not been able to budget the necessary resources to sustain meaningful international programs. They and their supporters rightly view these concerns as national rather than local (although the impact of such programs is clearly felt at all levels of the economy).

It is obvious to me that if this great country is to continue to be successful in the intensely competitive world of international business the federal government will have to play a substantially larger role in funding educational programs designed to prepare future executives for these complex and difficult responsibilities. This support should not be limited to the elite schools or to business schools but should be available to a broad spectrum of institutions seeking to internationalize their offerings to reflect the realities of today's increasingly interdependent world.

Statement of Hon. Paul C. Warnke, Director, U.S. Arms Control and Disarmament Agency

In the world in which we live, international education is a matter of immense importance. This is true of both aspects of this subject: the education of our own citizens for effective participation in the conduct of public affairs, and the exchange of views between American private individuals or organizations and those of other nations. It has, of course, long been true that without adequate education and understanding of international issues and of the views and concerns of the various nations of our planet, solutions to international problems, and indeed the maintenance of international peace and security, are made more difficult. In today's world, such education, understanding and communication are not merely a desirable feature of the conduct of international affairs but rather are an essential requirement for the solution of the critical and pressing problems which face the international community.

Three unique features of the present scene can be noted in this regard. We live in a highly interdependent world; many of the major problems we face are global in nature, and as such are not subject to solution by national action alone. At the same time, the interrelationship between domestic and international issues has increased to a degree that makes the distinction often more nominal than real. In addition, the explosive advances in modern technology have within a relatively brief period of time revolutionized information flow and communications.

The Subcommittee on International Operations has received statements by various witnesses commenting on some of the general implications for international education of these and other considerations. I would like to address the more specific question of international education relating to arms control and disarmament.

There is today a much greater acceptance of the fact that the problem of bringing nuclear and conventional arms under control is a central, if indeed not the paramount, task of our age. That task must, of course, be considered as an element in maintaining our national security, and education relating to that special and most important field cannot be isolated from other aspects of international affairs. Nevertheless, the field of arms control and disarmament is a special area for educational efforts, both within our schools and for our citizens generally. We cannot expect full and informed participation by citizens in public debate in this field if knowledge is limited. Nor can we effectively prepare future generations of leaders and professionals for the task they will face if there is not adequate attention to this subject in our schools.

The 1979 authorization legislation before Congress includes a provision mandating a study by the Arms Control and Disarmament Agency of arms control study centers at academic institutions, with possible recommendations. As a result of such an inquiry, we hope to be able to make useful recommendations to the Congress on ways in which the government might assist education and study in the United States in this field. It is not necessary, however, to await completion of such a study to make some general comments on this area of international education.

Given the importance of the subject, it is clear that it does not receive adequate attention in our universities. There are only a handful of academic centers in arms control, the largest being those at the Massachusetts Institute of Technology and at Harvard, Cornell and Stanford Universities. Beyond such centers, teaching in this field occurs at only a relatively small number of institutions and tends to be somewhat sporadic in nature. It is worthy of note that, until 1977, there was not a single textbook on arms control for use in universities.

Past governmental efforts to assist both universities and nongovernmental organizations in educational efforts in arms control and disarmament have been primarily through the distribution of publications dealing with specific topics and negotiations. In addition, ACDA's annual publication, Documents on Disarmament, is the principal documentary publication in this field and is widely used in study centers, in this country and abroad. We believe these have helped serve the educational purpose, as has the Agency's annual report to Congress, which this past year we have made more substantive and informative.

A new ACDA program of more direct assistance to education is the Hubert H. Humphrey Fellowships in Arms Control and Disarmament. Up to 18 Fellowships will be awarded within the next year to support doctoral dissertation research related to arms control and disarmament issues. The goals of the program are to provide research relevant to the Agency's work in these fields and to stimulate interest in arms control and disarmament studies in universities.

It is evident, however, that more needs to be done. The need is world-wide, and is recognized as such. The Final Document of the recently concluded United Nations General Assembly's Special Session on Disarmament, adopted by consensus, includes the following provision: "With a view to contributing to a greater understanding and awareness of the problems created by the armaments race and of the need for disarmament, Governments and governmental and non-governmental international organizations are urged to take steps to develop programs of education for disarmament and peace studies at all levels." The Special Session also endorsed the plans of the United Nations Educational, Scientific and Cultural Organization to hold a world congress on disarmament education and urged that organization to step up its program aimed at the development of disarmament education as a distinct field of study. In addition, the Special Session decided to establish its own program of fellowships on disarmament in order to promote expertise in this field in more member states, particularly in the developing countries.

These are all encouraging developments. However, the special role that this country has in this field places a special responsibility on us to see that our educational efforts are improved. Determination of the proper and most effective role of government in assisting educational efforts in this field and the coordination of governmental efforts among the various agencies will require careful study. We in the Arms Control and Disarmament Agency will seek the counsel of this Committee, your counterparts in the Senate and other public as well as private groups in future efforts to improve the government's contribution to this area of international education within the United States.

To assist us in these efforts as they relate to educational institutions and nongovernmental organizations, we have established within the Agency the position of Special Assistant for Public and Academic Liaison. This position is being staffed by a senior official with extensive experience in arms control, both within the government and in academic education. We believe this action will enable us to focus our future efforts more effectively.

To the extent that American citizens in all walks of life are better informed about the issues surrounding efforts to halt the arms race and about United States activity in this regard, they will be better able to convey a more accurate sense of this nation's goals in the ever increasing nongovernmental communications that are so significant a part of today's world. There will, of course, be a diversity of views; that is not only to be expected in a field as complicated as arms control and disarmament, it is also healthy. And, of course, our aim in this aspect of public diplomacy is not merely to project American views and aspirations but also to develop that mutual understanding that comes from a clearer perception of the views and aspirations of others. This concept of a dialogue, which President Carter has directed be a central feature of US Government international education and cultural exchanges, was addressed in ICA Director Reinhardt's July 18 statement to the Committee. In his statement, Mr. Reinhardt also discussed the scope of US international education efforts and interagency coordination. I will, therefore, limit my comments regarding foreign education efforts to some brief observations relating to the arms control and disarmament field.

The particular complexities of efforts to control the arms race, together with the sometimes arcane discussion of strategic concepts and the use of numerous acronyms, make education efforts within this country difficult. These difficulties are compounded in the case of global efforts. There the frequency of exposure to debate is often far less and the weapons systems themselves less familiar.

At the same time, however, the need for greater understanding among professionals and leaders of non-governmental organizations in other countries is increasing. Perceptions of the American role in the world will be affected by the degree to which there is greater mutual understanding. For the developing nations of the world, the perception of the American role is important not only because of concerns about international peace and security but also because they perceive a close relationship between successful disarmament efforts and prospects for their own economic development, through redirection of some of the resources now consumed by the arms race. Success in our nuclear non-proliferation efforts as well as in our attempts to restrain the international transfer of conventional arms will be affected by the effectiveness of our public diplomacy in this field. The increased understanding we seek will require listening as well as speaking, for in many countries there is a perception that in arms control efforts the major nuclear powers have become lost in their own sophistication.

The United Nations General Assembly Special Session on Disarmament was in a sense, the first world-wide dialogue on arms control and disarmament issues. It is notable in this regard that nongovernmental organizations were accorded a special role during the Special Session. Thus, while there are many areas of the world where there is need for more international education in this field among opinion leaders and professional government officials -- which is recognized in the Special Session's decision to establish disarmament fellowships -- the association of nongovernmental groups with efforts of this nature are certain to grow. This association increases the importance of our future efforts in this field, and the relevant agencies in the Administration will continue to explore ways to stimulate serious and constructive international discussion of important arms control and disarmament issues.

In his message to the Congress transmitting our Agency's 1977 Annual Report, President Carter stated: "the challenge of preventing war -- and redirecting resources from arsenals of war to human needs -- is the greatest challenge confronting mankind in this last quarter of the 20th century." In meeting such a challenge, international education of necessity will play a central role. We look forward to the insights and recommendations in this area that the inquiry of this subcommittee will provide.

STATEMENT OF GLENN E. WATTS, PRESIDENT, COMMUNICATION WORKERS OF AMERICA

INTERNATIONAL LABOR EDUCATION AND THE U.S. LABOR MOVEMENT IN THE WESTERN HEMISPHERE

I. Its Origin and History

The interest of the U.S. labor movement in education and cooperation with its trade union brothers in Latin America and the Caribbean is by no means a new concept. As early as 1918, the American Federation of Labor under Samuel Gompers, joined with 72 other labor delegates from the Americas to form the Pan American Federation of Labor at Laredo, Texas. With the death of Gompers in 1924, however, this inter-American labor organization continued only until 1927.

In 1948, in an effort to revive the hemispheric cooperation begun by Gompers, the AFL under William Green established the Inter-American Confederation of Workers in Lima, Peru. In 1951, due to the success of this international labor body, it was expanded and renamed the Inter-American Regional Organization of Workers, commonly known as ORIT from its Spanish initials. Since its founding in 1951 and to this day, ORIT is the Western Hemisphere branch for the International Confederation of Free Trade Union (ICFTU).

When ORIT was launched, it also served as a helpful vehicle to assist the International Trade Secretariats to become more active in Latin America and the Caribbean. The ITS's, as they are more commonly known, are autonomous federations of unions of workers in the same industry or occupation and seek to improve the conditions prevailing for workers in their particular industries. One such Secretariat is the Postal, Telegraph and Telephone International, of which my union, the Communications Workers of America, is the largest affiliate in the Western Hemisphere. It was, in fact, our affiliation to the PTTI that led to our interest in the union movement of Latin America.

It was in 1957 that my predecessor of happy memory, Joe Beirne, took the initial steps which led to the establishment of labor education for democratic labor unions in Latin America and the Caribbean. Told first in the Reader's Digest and repeated many times since, the historical record shows that Beirne, while flying over the Andes mountains from Santiago to Buenos Aires in 1957, was reflecting on the shocking misery of the multitudes who for centuries had struggled for mere survival in many parts of Latin America. In his own words, he "suddenly realized that this would never be cleared up unless it could be put in the minds of these people to change their outlook, their view of the world." To Beirne this meant, in a word, education. Upon his return to this country, he persuaded the CWA to invite 16 Latin American communications workers to come to the United States for three months of training at the Union's Educational Center at Front Royal, Virginia. When they returned home, the graduates were also assisted financially for nine months by the PTTI. Most of them are still active in leadership roles within the Latin American labor movement.

Impressed by its results, President George Meany in 1960 suggested that the AFL-CIO Executive Council make an initial appropriation of $20,000 to be used as seed money for exploring the feasibility of setting up a program "to develop trade union leaders in Latin America." The underlying concept was that a labor leadership training program would benefit all branches of the Latin American labor movement, especially in the most underdeveloped areas. After consultation with many specialists, the proposed Institute was patterned along the lines of the first PTTI school in Front Royal, but with general agreement that instruction for union leaders should also be held in Latin America. In early May 1961, a meeting of the Advisory Committee in Washington, D. C. recommended the setting up of a non-profit corporation to be known as the American Institute for Free Labor Development. In the same month, private foundations, businessmen and government agencies were also approached to help finance the Institute. To provide some of the financial sinews for the new organization, the AFL-CIO Executive Council approved an additional $15,000 for "development and furtherance of the educational and training program for Latin American union leaders and workers." The certificate of incorporation of the American Institute for Free Labor Development was filed in the County of Kent, Delaware in August, 1961. The following October the Board of Trustees held its first meeting at the Commodore Hotel in New York and elected the officers of the corporation from labor, management and the academic community. The inclusion of management people among the officers and Board of Trustees of AIFLD was a development deliberately decided upon by the American labor movement in the course of the Institute's genesis. This grew out of the recognition that democracy and its free institutions depend upon a pluralistic consensus, in which all economic sectors - labor, industry and government institutions - must learn to work together for the common good while preserving their own independence.

In December, 1961 President Kennedy strongly endorsed the aims of the Institute. In a letter to J. Peter Grace, Chairman of the Board of AIFLD, he declared:

> "Achieving the objectives of Latin America and the rest of the Free World requires the support of the workers and their trade unions in these countries. Support will be forthcoming only when workers have opportunity for full participation in the affairs of the nation. Effective and responsible leaders are essential in gaining the participation of the unions in the social and economic life of these nations and in making such participation meaningful to workers."

Other letters of commendation also came from such Latin American leaders as Luis Muñoz Marin, former Governor of Puerto Rico; Rómulo Betancourt, then President of Venezuela; and José Figueres, former President of Costa Rica.

President Kennedy's interest in AIFLD was made official in January 1962 when he created the Labor Advisory Committee on the Alliance for Progress, an appointed group of labor and government officials under the chairmanship of George Meany. The function of this Committee was to advise the U.S. government of Latin American labor matters. The Committee regularly heard reports on the activity of AIFLD and at an early meeting endorsed a recommendation that the government, through AID, should participate in the financing of the undertaking. The Institute was now underway.

II. The AIFLD: A Brief Description

Originally conceived solely as a relatively modest labor education undertaking, AIFLD has not only become one of the largest adult education programs in the hemisphere, but it has expanded into areas of activity which include credit institutions, worker housing, the operation of centers and programs for campesinos (farm workers), health care and sanitation, disaster relief, cooperatives, technical assistance, and community services and development. Today, the Institute operates with an annual budget of several million dollars. Classes for some 23,000 workers annually are being offered throughout Latin America and the Caribbean. AIFLD maintains offices in 18 Latin American and Caribbean countries. Additionally, it operates a resident graduate school on the Shenandoah River at Front Royal, Virginia. It has also enlisted both the faculty and the facilities of some of the nations great universities for special resident courses in labor economics which it sponsors. In Lima, Peru it established the first workers' bank in Latin America. It is indisputably one of the largest private builders of low-cost worker housing in Latin America having completed over 18,000 units. Through its various special Union-to-Union, Impact Projects and other programs, it has assisted hundreds of unions and farmworker organizations throughout Latin America and the Caribbean in self-help projects ranging from the building and equipping of schools and hospitals, cooperative stores and credit unions, community centers and parks to sanitary water supply and sewage disposal systems. Scores of Latin American heads of state, ministers and other high government officials have recognized the importance to their nation of AIFLD's work by participating in dedication ceremonies and graduation exercises and by lending support in other important ways.

The AFL-CIO sponsored American Institute for Free Labor Development is labor's people-to-people program in The Americas. It also represents labor's major contribution to the U. S. Government's efforts to bring about peaceful social and economic reforms and development in the other Western Hemisphere nations through education and social projects. The goals of the Institute, besides being basically those of the American labor movement with regard to Latin America and the Caribbean, are also identical with the underlying spirit of brotherhood and encouragement of independent self-help and social reform which U.S. assistance efforts are attempting to foster.

The importance of AIFLD's programs in strengthening democratic trade unions in Latin America and the Caribbean has been recognized by both Democratic and Republican administrations. Three United States Presidents have praised the Institute for assisting the workers of the Americas in raising their standard of living.

III. AIFLD's Educational Efforts: A Statistical and Descriptive Analysis

A. General

The objective of the AIFLD's Education Department has been to assist trade unions in Latin America and the Caribbean by training both leadership and their rank-and-file members to develop the necessary skills and knowledge to operate a modern trade union effectively.

To achieve this objective, the AIFLD has conducted a continuous and unprecedented effort in trade union education. As of June 30, 1978, this effort has resulted in the training of more than 338,000[1] trade unionists who, in most of the Latin American and Caribbean countries, have been instructed in subjects ranging from basic trade union principles and organizing techniques to the more complex problems dealing with labor participation in the decision-making process of economic development and integration. Between these two extremes, the AIFLD programs have dealt with a wide variety of subjects that encompass the entire spectrum of labor matters that a labor leader should be aware of.

B. The Front Royal Institute

The Front Royal Institute provides advanced training courses at a level not offered in the programs of the various countries. Participants are selected from among the outstanding graduates of the national resident institutes and are for the most part union officers who have come for the purpose of acquiring new skills and upgrading skills they already have to some degree. The basic objective is to provide trade union leaders with specialized training that they can effectively apply in their respective countries and union situations. The courses presently cover such subjects as advanced leadership training, advanced labor education techniques, union structure and finances, the international labor movement, labor economics and statistics, industrial relations, collective bargaining, job evaluation, time study, standard data and incentive systems; political and economic systems, community development, and cooperatives. An effort is made to develop a perspective of the over-all situation in the participants' countries, so as to give them a sense of the union's role, not only in improving the social and economic position of the union membership, but also in the social and economic development of their countries.

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[1] Of the total of 338,183 trade unionists trained by the Institute, 335,428 attended seminars and courses in their own countries of from one to six weeks in duration; 2,550 from the region have graduated from advanced courses of six weeks or more at the Front Royal Institute of Virginia; and 205 specially selected labor lenders have received training as labor economists of from three to nine months in the AIFLD's university program.

As of June 30, 1978, this labor education center had graduated 2,550 participants from Latin America and the Caribbean.

C. The University Labor Studies Program

The second U. S.-based course that the AIFLD carries out is the University Labor Studies Program for Latin American and Caribbean trade union leaders.

The curriculum is prepared, coordinated and supervised by the AIFLD and the Consortium Committee on Latin American Studies of the Washington, D. C. Consortium of Universities. Some of the universities included in the Consortium are Georgetown, American, George Washington, Catholic, and Howard.

Professors to teach these subjects have been recruited from the Consortium of Washington, D. C. area universities and from among the practicing labor economists and educators working for union federations headquartered in Washington.

The subjects taught relate to the functions which the participants will perform upon their return: advising unions during negotiations with employers, representing labor on government planning bodies and international integration commissions, presenting to governments the views of labor on current economic policies, and serving on various multi-sector boards.

D. Special Educational Efforts

1. Manpower Development and Skill Training

In the developing countries, one of the main roadblocks to economic improvement programs has been a severe shortage of workers with knowledge and training in the work skills required by modern technology. This situation was found to be particularly acute in Guyana when the government of that then new nation sought to undertake a national development program upon obtaining independence. A team sent by AIFLD to Guyana to undertake a feasibility study in 1965 found that productivity of Guyanese workers was being severely restricted by outmoded methods, worn-out tools and equipment, inferior materials and an almost complete lack of job training. The study also found that a vital road building program for wich the U.S . government had loaned millions of dollars was in danger of being bogged down because of the shortage of heavy equipment operators and maintenance men. The study also disclosed that a 600-unit housing project which AIFLD was developing in cooperation with the Guyana Trades Union Council was seriously threatened by the acute shortage of properly trained building tradesmen.

With the enthusiastic support of the Guyanese government, the Guyana Trades Union Council and the Consultative Association of Guyanese Industries, an employers organization, the Institute undertook the building, equipping and staffing of an Industrial

Training Center in Georgetown, Guyana. Some 200 students a year now are being trained in carpentry, masonry, plumbing, electrical work, welding and the operation of heavy equipment. The Center not only teaches the basic trade skills, but also provides courses in trade unionism and assists in finding jobs. In December 1966, the Center was incorporated as a private non-profit organization with a Board of Directors composed of representatives from Guyanese labor, management and government. Financing of the project came from the U.S. Agency for International Development, which made funds available for constructing and equipping the building for the Center and also for financing and staffing during its first three years of operation. In 1970 the Guyanese assumed full responsibility for its administration.

AILFD is currently studying the manpower development and training needs of the hemisphere and plans to undertake new projects in this area in other countries.

2. Training in Economic Research

Fully realizing the importance of research to the trade union movement, the AIFLD in 1974 established research centers in San Jose, Costa Rica, serving the Central American nations and Panama; and in Bridgetown, Barbados, serving the Caribbean Free Trade Area. The research personnel in both centers, all trained by representatives of the AIFLD in the most modern techniques, have completed a number of extensive research studies involving statistical analysis, productivity, manpower development, job evaluation, comparative labor law, contract comparisons and other areas that provide the unions in Central America and the Caribbean with meaningful data for collective bargaining and other labor related activities.

The improvements already noted in collective bargaining contracts in these areas indicate that the effort has been worthwile. The research compiled by these Centers is helping to take collective bargaining out of the dark ages of the past and into the more enlightened era of today's modern unionism.

3. The Regional Revolving Loan Fund (RRLF) and Education

The Regional Revolving Loan Fund, made available by the Agency for International Development, has provided AIFLD with financing for a wide variety of more costly union-sponsored social projects. This Fund, established by an initial grant of $500,000 from AID, supplemented by an additional $125,000 at a later date, makes available through the Institute low interest loans of $5,000 to $50,000.

Since its establishment in 1968, AIFLD has drawn upon the RRLF to provide loans totaling $1,425,544 to Latin American and Caribbean trade unions for financing such projects as land purchase and / or urbanization; construction of educational centers, community centers and medical clinics; establishment or expansion of credit facilities and cooperatives; and the purchase of printing and other useful equipment.

Of the 55 RRLF projects, one was for the establishment of a labor college in Barbados; one was for a School of Photography in Brazil; another established a Technical School in Argentina; and two were used to fund educational centers for union confederations in Colombia. In addition, six other RRLF loans were used to partially finance educational activities.

4. Impact Projects and Education

In its effort to increase the role of democratic labor unions in community development undertakings, the Institute administers the Impact Projects Program of the AFL-CIO. This Program was established in 1964 to provide grants and interest-free loans of up to $5,000 for union-sponsored, self-help projects. The AFL-CIO has contributed a total of $650,000 to support this program to date, but the revolving nature of the fund has enabled AIFLD to make loans in excess of $449,000 and grants exceeding $426,000.

The loans or grants under the program are made to Caribbean or Latin American unions to assist them in fulfilling community needs by providing a wide variety of social services. These include providing potable water for rural villages; construction, repair and equipping of schoolhouses; adult training centers; and disaster relief. The program also supports credit unions; consumer and producer cooperatives; agricultural development; community improvementes, including parks and playgrounds; sanitary facilities; and the establishment of dental and medical clinics.

Of the more than 450 AFL-CIO interest free loans and grants given up to June, 1978, over 120 have provided training to adults in various skills or have been used to further the education of poor children living in communities in financial need.

5. The Union-to-Union Educational Program

Since June 1968, AIFLD has been coordinating and administering a program of technical assistance to the democratic trade unions of Latin America and the Caribbean in cooperation with AFL-CIO unions affiliated with several International Trade Secretariats. Under this program, the participating unions provide qualified personnel to work within the ITS for their respective industry for the purpose of providing help to workers who are their Latin American counterparts in specific occupations. Such assistance includes the development and implementation of programs and projects in the field of trade union education, organization, collective bargaining, administration, leadership training and other related programs important to the development of free and economically viable trade union movements.

IV. Effectiveness of the Program

The general effectiveness of the AIFLD educational program is beyond question. As I have mentioned previously, graduates of the Institute courses are prominent in all the democratic labor confederations in Latin America and the Caribbean; others are labor representatives on government boards; they provide the backbone for the vast majority of the educational departments of democratic unions in the region - the entire staff of the largest democratic federation in Costa Rica, for example, are AIFLD graduates; and they have been responsible for either the founding or the management of more than 200 cooperatives of various kinds that provide needed services to those who had previously done without them.

The majority of courses taught in the U.S. and the field deal with trade union subjects such as Basic Union Orientation, Collective Bargaining, Accounting and Administration for unions, Organizing, and Salaries and Productivity.

The coop movement is also stressed. In fact, there is no nation in the area of AIFLD's operations that has not benefitted from the courses given by the Institute. Two massive coop educational programs are currently being carried out for poor farmworkers in Honduras and El Salvador. AIFLD graduates are also prominent in the coops of Peru, Uruguay, the Dominican Republic, Guatemala, Costa Rica and other nations.

Another topic stressed in all the countries where the AIFLD operates is Adult Education. Courses given in both the U.S. and abroad stress the latest techniques to labor union educators in order to make them more effective when they teach subjects such as Labor Economics, Economic Development, Automation, and Political Ideology (Comparative Systems) — subjects they had been taught previously in the University Program or at Front Royal.

Courses held in Organizing provide another success story for the American Institute for Free Labor Development. In the organization of new members, AIFLD Front Royal graduates in 1976 and 1977 succeeded in adding more than 53.000 members to the democratic union fold during the past two years. If the achievements of the local national graduates are included, several thousand more could be added. It should be born in mind that these graduates and all the others referred to in this paper are not citizens of the United States, but residents of those nations in Latin America or the Caribbean where the AIFLD operates, unless stated otherwise.

Courses in Community Development, held in the U.S. and abroad, have also led to outstanding results in several nations. The graduates of these seminars are tought how to utilize the citizens of their neighbourhoods in order to pressure city or government officials for community services such as sewers, playgrounds, street repairs, etc. The courses have resulted in effective group action for the benefit of the local citizenry. Other community development graduates have trained to work with diverse groups in housing projects sponsored by the AIFLD. These people have done some outstanding work in the multi-million dollar housing projects in Mexico, Honduras, Argentina and other nations that comprise the more than 18.000 housing units built with the assistance of the AIFLD.

The Collective Bargaining seminars have been given to thousands of trade unionists of the region with gratifying results. It would not be an exaggeration to state that local and U.S. trained AIFLD graduates are fully or partially responsible for the majority of collective bargaining contracts signed in the entire area.

In each of the countries where the AIFLD functions, courses on Local Labor Law are also emphasized in order to acquaint labor people with the limitations and legal constraints imposed on union organizations. Courses such as these limit the number of illegal strikes. Prior to the advent of the AIFLD, illegal stikes were more common than they are presently.

No other educational organization, U.S. or foregin, reaches the number of workers in Latin America and the Caribbean that the American Institute for Free Labor Development does! As a means for promoting the education of democratic trade unionists and fostering democratic institutions, the AIFLD has no peers.

V. Education and the AIFLD: Its importance in the Economic and Political Sphere of activity.

The future of democratic international labor education, particularly in Latin America and the Caribbean presently rests almost entirely in the hands of the AFL-CIO sponsored American Institute for Free Labor Development. The AIFLD's commitment to democratic institutions and its broad presence in the sphere of operations has blunted the spearhead of totalitarian infiltration on more than one occasion. There is no reason to believe that the Institute will be less effective in the future.

It can also be unequivocally stated that as a source of information relating to America and its free institutions, the Institute has no peers in its field of operation. Literally thousands of workers in all walks of life are aware of our democratic institutions because of the labor of the AIFLD. The advantages that have accrued to the United States because of this knowledge are immeasurable.

Further, as we are all well aware, democratic institutions travel in tandem. If you destroy one, the others will soon fall. If the democratic labor movement in any nation is destroyed, the private business sector will soon follow and communism or fascism will most likely result.

Democracy and the repudiation of all forms of totalitarianism are inherent in the teachings of the free trade union movement and in the courses and seminars of the AIFLD. If we are to continue to inform the working men and women of Latin America and the Caribbean of the advantages of free labor and other democratic institutions, our only recourse is the American Institute for Free Labor Development.

In the economic sphere, the activities of the Institute are also of considerable importance. By means of union organization, which translates into higher wages and benefits, local market demand is strenthened and local businessmen reap greater profits. As a result, because the United States is the principal supplier of machinery and equipment in the area, the U.S. economy is enriched as the greater effective demand results in greater imports from the U.S. in the form of machinery and other finished goods. The union organizational efforts fostered by the AIFLD thus lead to a greater effective demand that increases imports from the U.S. and also adds to the number of employed in our own nation.

Of even greater importance is the fact that these increased wages, the result of union activity, improve the well-being of the poorer segments of society. Because of union organization, they are able to improve their living conditions and eliminate the grinding poverty that many would otherwise have been subjected to.

The benefits derived from the AIFLD's educational efforts in the political and economic spheres of activity are of prime importance now and will be of even greater value in the future.

VI. Funding the AIFLD Program

1. The Present

At the present time, the AIFLD is partially financed by the AFL-CIO and progressive elements of the U.S. business community. It receives the bulk of its funding, however, from its contracts with the U.S. Agency for International Development. A relatively small contribution is also made by the foreign unions in the form of joint sponsorship of some course offerings in Latin America and the Caribbean, and at the Front Royal Institute in Virginia; and also by means of technical personnel lent for professorial duties. The foreign unions participation is still insignificant because of the limited financial resources that most unions in the region have to draw upon.

2. The Future

While recognizing its continued reliance on funds from the Agency for International Development, the AIFLD is also seeking greater assistance from the American labor movement and the more progressive elements of the North American business community. It is also stressing more self-help on the part of the unions it assists in Latin America and the Caribbean; and is making a greater effort for more joint sponsorhips of courses and participants both in the U.S. and abroad.

Because the Institute operates such a vast educational program - the demands for its assistance are continually mounting- it will be some time before it will be able to reduce the level of its funding from the Agency for International Development. The inroads of inflation have also added to the financial dilemma facing the Institute in its effors to fulfill its role under the AID Act of 1961 to "strengthen free labor unions". It is for these reasons that the financial resources of the Institute must be increased to provide the financial sinews necessary for its effective operation.

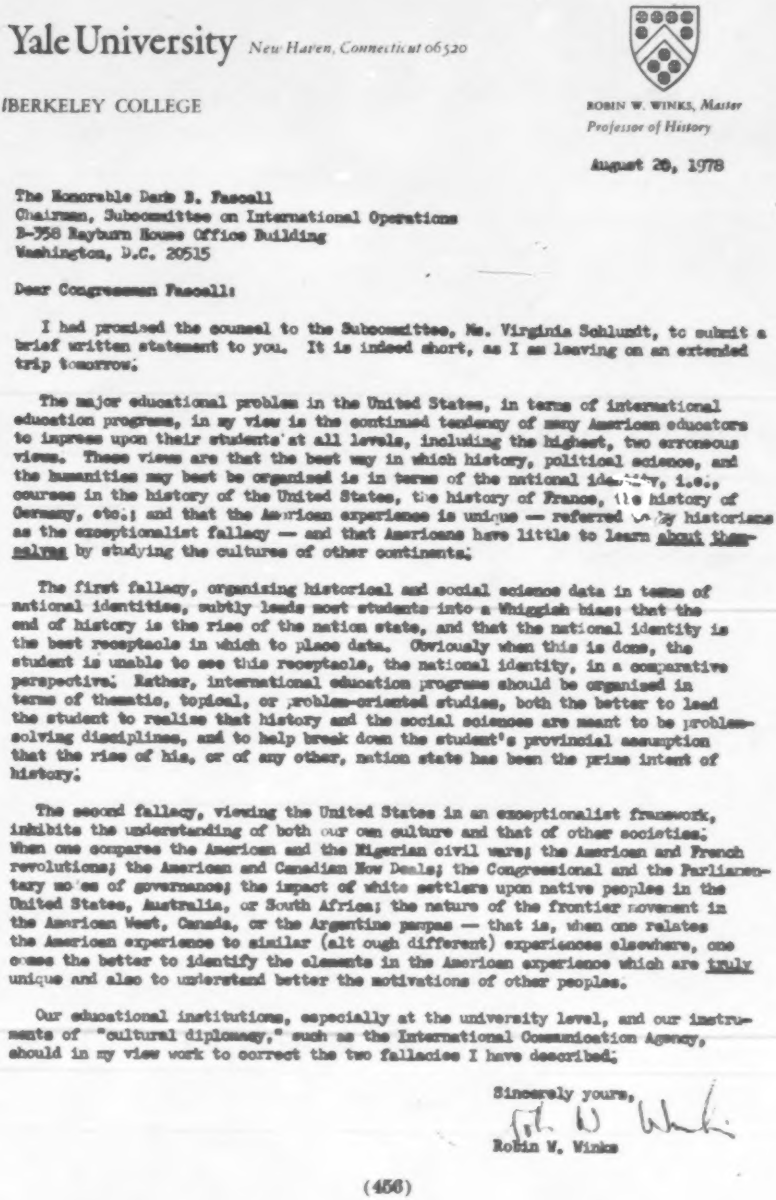
VII- Conclusion

Without question the American Institute for Free Labor Development is fulfilling its mandate of strengthening free trade unions in the area of its operations. The facts speak for themselves. As Secretary Treasurer of the Institute, I have the greatest respect for this organization that has done so much in international education with the resources at hand. The achievements of the AIFLD have been truly impressive.

If the past is any indication of the future, the success of the Institute will be something to behold in the years to come.

Glenn E. Watts
President, Communications Workers of America

LETTER FROM ROBIN W. WINKS, PROFESSOR OF HISTORY, BERKELEY COLLEGE, YALE UNIVERSITY



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BERKELEY COLLEGE

ROBIN W. WINKS, *Master*
Professor of History

August 29, 1978

The Honorable Dante B. Fascell
Chairman, Subcommittee on International Operations
B-358 Rayburn House Office Building
Washington, D.C. 20515

Dear Congressman Fascell:

I had promised the counsel to the Subcommittee, Ms. Virginia Schlundt, to submit a brief written statement to you. It is indeed short, as I am leaving on an extended trip tomorrow.

The major educational problem in the United States, in terms of international education programs, in my view is the continued tendency of many American educators to impress upon their students at all levels, including the highest, two erroneous views. These views are that the best way in which history, political science, and the humanities may best be organised is in terms of the national identity, i.e., courses in the history of the United States, the history of France, the history of Germany, etc.; and that the American experience is unique — referred to by historians as the exceptionalist fallacy — and that Americans have little to learn __about themselves__ by studying the cultures of other continents.

The first fallacy, organising historical and social science data in terms of national identities, subtly leads most students into a Whiggish bias: that the end of history is the rise of the nation state, and that the national identity is the best receptacle in which to place data. Obviously when this is done, the student is unable to see this receptacle, the national identity, in a comparative perspective. Rather, international education programs should be organised in terms of thematic, topical, or problem-oriented studies, both the better to lead the student to realise that history and the social sciences are meant to be problem-solving disciplines, and to help break down the student's provincial assumption that the rise of his, or of any other, nation state has been the prime intent of history.

The second fallacy, viewing the United States in an exceptionalist framework, inhibits the understanding of both our own culture and that of other societies. When one compares the American and the Nigerian civil wars; the American and French revolutions; the American and Canadian New Deals; the Congressional and the Parliamentary modes of governance; the impact of white settlers upon native peoples in the United States, Australia, or South Africa; the nature of the frontier movement in the American West, Canada, or the Argentine pampas — that is, when one relates the American experience to similar (although different) experiences elsewhere, one comes the better to identify the elements in the American experience which are __truly__ unique and also to understand better the motivations of other peoples.

Our educational institutions, especially at the university level, and our instruments of "cultural diplomacy," such as the International Communication Agency, should in my view work to correct the two fallacies I have described.

Sincerely yours,

Robin W. Winks